

REPORTS

ON

TRAINING CENTRES VISITED BY THE HIGH LEVEL TEAM ON TRAINING



**MINISTRY OF COMMUNITY DEVELOPMENT & COOPERATION
(DEPARTMENT OF COMMUNITY DEVELOPMENT)
GOVERNMENT OF INDIA**

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L1CD&C—1

FIRST REPORT

In pursuance of the recommendations made by the Advisory Board of the Central Institute, Mussoorie, the following High Level Team on Training was constituted by the Government of India "to visit Training Centres and provide necessary technical guidance with a view to improving the quality of training of Community Development Personnel" :—

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| <ul style="list-style-type: none"> (i) Principal, Central Institute of Study and Research in Community Development (ii) Professor N. R. Malkani, M.P. (iii) Development Commissioner of the State concerned (iv) A representative of the Ministry of Community Development and Cooperation (v) Director of Extension Training, Ministry of Food and Agriculture (vi) Principal, Institute for Instruction on C.D. | <i>Leader</i>
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<i>Member-Secretary</i> |
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The Principal, Orientation and Study Centre, Nilokheri (Shri Anil C. Shah) acted as Member-Secretary during the team's visit to Himayatsagar and the Director, Social Education, Ministry of Community Development and Cooperation, (Shri M. C. Nanavatty).acted as Member-Secretary during the team's visit to the S.E.O.T.Os. at Lucknow, Sriniketan and Belurmath.

2. The programme of visits of the team was as follows :—

Date	Training Centres visited	Course in session	
8-1-60 to 11-1-1960	.. Himayatsagar	(i) O. & S.C. (ii) Block Level Coop. Officers Training Centre and (iii) E.T.C.	{ VII Orientation Course VI Job Course.
7-2-60 to 11-2-1960	.. Lucknow	(i) O. & S.C. (ii) S.E.O.T.C. (Two units), and (iii) E.T.C.	{ VII Job Course. II Study Course. II Job Course for S.E.O.
12-2-60	.. Patna	E.T.C.	
13-2-60 to 15-2-1960	.. Ranchi	(i) O. & S.C. (ii) S.E.O.T.C. (iii) Reg. Coop. Trg. Centre. (iv) E.T.C. (v) Ad. Trg. School	{ II Study Course. VII Job Course. XII Course.

Date	Training Centres visited		Course in session
16-2-60 to 17-2-60	.. Sriniketan	S.E.O.T.C. (Two units)	I Regular course for M.S.
			VI Trainers Training Camp for non- official members of Panchayat Samities.
18-2-60	.. Belurmath	S.E.O.T.C. (One Unit)	VIII Course.
29-2-60	.. Nilokheri	(i) O. & S.C. (ii) Extension Edu- cation Instt.	VII Job Course.

Except at Lucknow, Sriniketan and Belurmath, the Ministry of Community Development was not represented on the team, and in none of the States did the Development Commissioner actually function as a member of the team, although advantage was taken to discuss the main points with the three Development Commissioners of Andhra Pradesh, U.P. and West Bengal just before the departure of the team from each of the States. Professor Malkani could not visit Lucknow and the Principal C.I. of S&R in C.D. was the only one to visit Nilokheri.

3. From the academic point of view the following issues among others, were taken up for consideration:—

- (i) Machinery for coordination and supervision of training programme at different levels.
- (ii) Inter-institutional relationship.
- (iii) Use of training facilities.
- (iv) Physical environment; Manual work; general atmosphere.
- (v) Common training and composition of courses.
- (vi) Syllabus and pattern of courses.
- (vii) Training methods.
- (viii) Problems of trainees—during and after training.
- (ix) Teaching staff.
- (x) Touch with field, and development trends; realism in training.

4. The procedure followed by the team was to associate itself on the first day with the daily routine of the training programme and participate in the talks, training programme and other activities. This observation process was followed by a special discussion with the trainees and later with the members of the staff. Thereafter, the team members held discussions among themselves. Whilst participation in the routine of the Training Centre enabled the team to get a bird's eye view of the activities and the methods of work employed as part of the normal training programme, the special discussion with the trainees was of great value in eliciting the views of the trainees on the training programme as a whole and their reactions to provisional suggestions of the team for improving the programme. The issues formulated as a result of observation and discussion with the trainees were then put to the staff and their reactions obtained. This procedure

REPORT

1. The question of the High Courts sitting in Benches at different places in a State has come to the forefront owing to the proposed re-organisation of the States. At present there are five High Courts in India that sit in Benches—the High Court of Punjab which has a Bench at Delhi, the High Court of Rajasthan which sits at Jodhpur and Jaipur, the High Court of Uttar Pradesh which has a Bench at Lucknow, the High Court of Travancore-Cochin which sits at Trivandrum and Ernakulam, and the High Court of Madhya Bharat which sits at Gwalior and Indore. It will be found that in all these instances the reason for the departure from the accepted principle that the High Court should be situated at the Capital of the State was owing to historical and political considerations. There is now a suggestion that this principle should be extended and that in some of the new States the High Court should sit in different Benches situated at different places. There is a provision in the States Re-organisation Bill (Clause 53) that the High Court for a new State and the judges and Division Courts shall sit at such place or places as the Chief Justice may, with the approval of the Governor, appoint. As the provision stood, the initiative for the formation of a Bench at a particular place would have come from the Chief Justice. This provision has been altered by the Joint Select Committee and the initiative for the formation of a Bench at a particular place has been transferred to the President. In other words, more emphasis has been put upon the political considerations that may necessitate the setting up of a Bench at a particular place.

2. In our opinion the question whether the High Court should sit as a whole at one place or in Benches at different places has to be considered solely from the point of view of the administration of justice—and political and sentimental considerations have as far as possible to be excluded. We are firmly of opinion that in order to maintain the highest standards of administration of Justice and to preserve the character and quality of the work at present being done by the High Courts, it is essential that the High Court should function as a whole and only at one place in the State.

3. The High Court is the highest Court of Appeal in the State and it is necessary that it should have the assistance of the best legal talent and the best equipped law library. It is also necessary that

it should work in a proper atmosphere and should be constantly conscious of the traditions built up by the Chief Justices and Judges in the past. With regard to the new High Courts the Chief Justice and Judges should be equally anxious to build up traditions similar to those of the older High Courts. This, in our considered view, is only possible if the Chief Justice and Judges sit at the same place and administer justice as a team.

4. If the High Court works in Benches it will be difficult if not impossible for the Chief Justice to have proper administrative control over the working of the Benches or the doings of his colleagues who will constitute the Benches. The cohesion and the unity of purpose that should exist among all the Judges of a High Court will necessarily be absent when some Judges sit at places far away from the principal seat of the High Court. Every court has an atmosphere and traditions. A new Judge coming to the Court becomes conscious of these and tries to act in conformity with them. These operate as a salutary corrective to the personal idiosyncracies of the Judge. This corrective will be completely absent in a Bench.

5. The High Court Bar acquires a justifiable reputation by appearing before the Judges of the High Court, by arguing important cases and by helping the Court finally to settle the law at the highest level. A Bench of the High Court can never expect to get assistance from such a Bar. A District or Taluka Bar, however competent it may be, cannot be compared to the High Court Bar. The litigant, therefore, appearing before a Bench will have to be satisfied with less competent advocacy or will have to spend much more by getting the services of some one from the High Court Bar.

6. A well stocked and well equipped library is essential to the proper working of the Court. Such libraries only exist in the High Courts. At other places where the Bench sits both the lawyer and the Judge will be considerably handicapped by the absence of this important and essential convenience.

7. In the High Court Judges are familiar with the judgments delivered by their colleagues from day to day. Being constantly in touch with each other they are in a position to consult with each other on points of practice so that there should be uniformity in the decisions given and certainty in the minds of the litigants as to how the Court will decide. If there are different Benches it is quite possible that one Bench may come to a decision contrary to the one given by another Bench a few days before. The High

Court will have to be frequently constituting Full Benches to resolve these conflicts.

8. As against these serious disadvantages are there any counter-vailing conveniences which the litigant will receive by the constitution of these Benches? It is said that in the India of today justice should be taken to the door of the litigant and therefore the litigant should not be compelled to go long distances to the High Court. This argument is based upon a complete misapprehension of the working of the High Court and the system of administration of justice in our country. In the trial of cases, both civil and criminal, undoubtedly the Court, functioning as a court of first instance, must be easily accessible to the litigant and his witnesses. The civil and criminal courts in the Talukas or Tehsils and at District-headquarters, Subordinate Judge's and the District and Sessions Courts in the District satisfy these needs. When the argument is put forward that in England the High Court Judge goes on circuit, it is forgotten that he goes as a court of first instance and never as an appellate court and under our system the Subordinate Judge and the District and Sessions Judge fulfil this role. As pointed out by the Civil Justice Committee of 1924-25: "The appellate side of the High Court does work which in England is done by the Court of Appeal". The presence of the litigant is not really necessary at the hearing of the appeal. He is not called upon either to give evidence or to help the court in any way by his presence. The appeal is decided on the record before the Court which has already been prepared by the court of first instance. Undoubtedly there are litigants who like to be present when their appeals are heard, but the expense involved is trifling. Therefore, the litigant will in no way be benefited by the setting up of different Benches of the High Court.

9. If the liberty of the citizen is to be safeguarded and the rule of law to be ensured, it is of paramount importance that the High Courts all over India should be strengthened. It was, it seems to us, unwise to have created so many High Courts after Independence. But that perhaps was also due to historical reasons. There are welcome signs now of a reversal of that policy. There are proposals for a common High Court for more than one State and in some of the new States one High Court will take the place of the High Courts which existed in the merging States. If the object of this new policy is to strengthen the High Courts, then that object will be totally defeated by the idea of setting up Benches. In effect the

High Court will be divided into several High Courts sitting at different places. The Benches will be nothing more than glorified District Courts.

10. It may be pointed out that a very large majority of those who have answered the Questionnaire issued by the Commission including the Judges of the Supreme Court who have answered it have expressed a view against the formation of Benches. Informed opinion is thus decisively against the proposed course.

11. As the re-organisation of the States is imminent and as the policy of constituting Benches may be given effect to in the very near future, we have thought it our duty to make this Report in order to apprise the Government of India in time of the serious dangers underlying this policy. The efficiency of the administration of justice should, in our view, be the paramount consideration governing this matter. The structure and constitution of the Courts should not be permitted to be influenced by political considerations. That this has happened in the past in certain cases can be no valid ground for the extension of that policy. The Commission is of the view that we should firmly set our face against steps which would lead to the impairment of the High Courts with the inevitable consequence of the lowering of the standards of administration of justice.



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Joint Secretaries.

NEW DELHI,
The 22nd September 1956.

each centre and, each Principal acting as a Convener in rotation, mainly for the purpose of developing corporate life among the trainees in the campus; giving opportunities of learning and working together resulting in appreciation of the common objectives of the programme and the need for team work in the field; developing correct attitudes; coordinating training programmes in the campus and field programmes or village practicals and pooling common facilities and teaching skills in the total interest of all the training centres. A "Coordination meeting of the Principals of all the training centres within the campus" was recently convened at Himayatsagar, but it would appear that its attention was concentrated more on cultural activities. It is suggested that the *ad hoc* arrangements for meetings should be institutionalized in the form of a committee and the scope and focus of its work enlarged as suggested above.

7. There is also need for a Study circle of staff members of all training centres in a campus to provide a forum for the consideration of extra curricular professional activities of the staff and promotion of study among them. The Study circle may meet once a month to discuss teaching and programme problems and arrange presentation of papers and case studies bearing on those problems with a view to improving the content and method of teaching and achieving unity of approach. The chairmanship of the circle may rotate among the principals. In Bakshi-ka-Talab combined staff meetings have been held occasionally and in Nilokheri a Trainers' Study circle was recently started. It is essential to systematize the position in all Training Centres.

8. It has been suggested to us that all training centres in a campus should be serviced by one common Principal with a Vice-Principal for each centre both in the interests of effective coordination among training centres and development among trainees of correct attitudes in terms of team work required in the field. In the absence of an opportunity to work out the practical implications of this proposal, we do not propose to make specific recommendations in this regard. From the same angle and with a view to creating an academic atmosphere it is felt that any new centre to be opened should, as far as possible, be located in the campus of existing centres and where no such centre exists, in the campus of Universities.

INTER-INSTITUTIONAL RELATIONSHIP

Himayatsagar and Ranchi

9. Though there are many training centres in the campus, there is hardly any evidence of corporate and community life among the instructors and trainees. Different training centres are located in the same campus basically with a view to creating an academic atmosphere and providing the trainees even during training with opportunities of learning and working together and appreciating the common methods and objectives of the programme. Apart from the necessary basis of factual information about the aims and methods of Community Development, the training courses are designed to instil proper attitudes on the part of the workers; the campus would be failing in one of its major objectives if a spirit of team work and sensitive appreciation of the villagers' problems through interchange between different levels of workers at different centres are not encouraged. It is, therefore, suggested that community life in the whole campus and composite training to the extent possible be developed in terms of canteen, library and play-ground facilities, shramdan, cultural activities, celebration of

festivals, a common journal for all training centres, a common Cooperative Store, common lectures and discussions on certain core subjects, common seminars and symposia and even common village practicals. The Committee of Principals suggested above, as providing a common forum, should help to improve the position in several of these directions.

All centres have a core of common subjects but as the institutions are independent, they employ separate staff instructors. It was found in some centres in Himayatsagar that instructors do not have sufficient work. It should be possible to combine the teaching staff in at least some of the centres.

Bakshi-ka-Talab, Lucknow

The tradition of unified administration of 3 centres—B.D.O.T.C., S.E.O.T.C. and E.T.C. under a common Principal during 1957-58 has had not a little to do with the continuance of coordinated working between these institutions even after the O.&S.C. created in November 1958 in place of the B.D.O.T.C. came under the administrative control of the Ministry. Common prayer, common cultural programmes, common shramdan, common programme of debate or symposia, informal consultations between Principals, combined staff meetings and talks to other centres by Instructors of the O.&S.C. are features which Training Centres in other States may well emulate. Some of these features require to be given institutional shape as recommended in paras 6 and 7. Pooling of vehicles and common village practicals have unfortunately been given up; we feel that this requires to be reconsidered.

USE OF TRAINING FACILITIES

10. Better use of training facilities will undoubtedly be ensured by drawing in Development Commissioners more actively in the training programme as suggested in paragraph 5 above. Whether it will be necessary to go further and place the Orientation and Study Centres under the Administrative control of the Development Commissioners as suggested by the staff Conferences of Development Commissioners, needs detailed consideration. In the absence of the representative of the Ministry we did not have the opportunity of considering this issue in its several practical aspects. The under-use of training facilities is, however, a matter still causing concern, as the following figures for the O.&S.C. Bakshi-ka-Talab for the 6 month period from 16-8-1959 to 21-2-1960 will show:—

Allotted	Joined
254	186 (approx. 74%)

A significant feature is that the under-use is greatest in the home State viz., U.P. For the same period the figures were:—

86	50 (approx. 59%)
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The position was no different in the O.&S.C. Ranchi where in the words of the Principal they "have not had the full strength of trainees so far in any course", the number of trainees in the Job Course being particularly poor.

The large number of States from which trainees are drawn, alterations in the States getting allotments from time to time, and the absence of a decentralised authority to pursue with undivided attention the allotments

once made might be contributory factors, apart from the lack of a Training Reserve, which it is hoped, has since been made good. It is suggested that each Training Centre should be fed by a few States to be earmarked for the purpose. Such earmarking would enable the Instructors to familiarize themselves with the rules, procedures and problems of the States concerned with added value to the entire training, that percentage allotments for a period of one year for each State so earmarked should be indicated by the Ministry to the Principal and the Advisory Board/Local Committee made responsible for working out actual allotments and ensuring full utilisation. A procedure such as this will, we feel, improve the position and will certainly obviate the phenomenon of under-use in the home State itself. This procedure need not stand in the way of the Ministry making any special allotments to meet special demands.

PHYSICAL ENVIRONMENT, MANUAL WORK, GENERAL ATMOSPHERE

11. The trainees come to the training centres with some set habits of living and thinking and as attitude change is one of the set purpose of the training programme, there is need, apart from work in the class room, to demonstrate outside the desired attitudes in relation both to the daily conduct of the Instructors and the physical environment of the training centres. If it is desired to inculcate an attitude of sensitivity to rural requirements, trainees must live in that atmosphere even during the training period. There is great scope for improving the arrangements in training centres to provide models for the trainees for their work in villages. For instance, the food taken should be a model of balanced diet, chulhas, bathrooms and latrines could represent the types advocated for use in villages. None of the features was present at Himayatsagar, Bakshi-ka-Talab or Ranchi. At Sriniketan the sanitary arrangements were in the words of the Director 'not very satisfactory and rather primitive'. At Himayatsagar, Bakshi-ka-Talab and Ranchi there was a common Consumers' Cooperative Store which was dormant and which was in the process of being revitalised. Such stores require to be developed at all training campuses. Further as in Himayatsagar and Nilokheri, an open air theatre can be constructed by the trainees themselves for providing facilities for recreation and cultural development both to the trainees and the staff. Similarly latrines of the types advocated in the field can be constructed and used in all training centres.

12. Practicals should be so designed as to instil a sense of dignity in manual work, develop community life among the trainees and demonstrate during training practices to be advocated in the field. Such work was, however, confined in the O.&S.C. Himayatsagar to kitchen gardening only. In the Orientation and Study Centre, Bakshi-ka-Talab, the time was first utilised on shramdan on such items as digging drains, pits, etc. and later, in the absence of projects of permanent utility, the time was spent by the trainees in learning the use of agricultural implements, digging compost and soakage pits, making smokeless chulas, constructing rural latrines, etc. Shramdan, whilst necessary for purposes of instilling a sense of dignity in manual work should, it is felt, be made purposive, if frustration freely expressed by the trainees in respect of this programme is to be avoided. This will be possible if manual labour is related to activities in the training programme and is made part of specific projects of continuing or permanent utility to the training centre; this will also ensure better demonstrational impact. Three projects of this type immediately

come to mind. Kitchen gardening can be a continuing operation covering day to day care in the growth of vegetables, digging of pits, collection of dried leaves and composting of manure, and can be extended to cover propagation of green manure plants and grafting etc. It was found that wherever farm facilities existed, the trainees felt a sense of satisfaction in carrying out agricultural operations on the basis of improved implements, improved agricultural practices etc. It is suggested that farm facilities should be provided in all training centres where they do not exist at present. Another possibility is poultry farming. In one of the E.T.Cs. a Cooperative Society has been formed with the trainees as temporary share holders for the purpose of managing a poultry farm. The eggs are taken by the trainees at a concessional rate and the share capital is returned at the end of the training period, when new trainees become shareholders. A similar project in all training centres is recommended.

13. No less important than the physical environment is the atmosphere at the Training Centres. Basically, the training has to be self-training; the educational process cannot be achieved unless time is available for study and reflection. Unfortunately except at Sriniketan and Belurmath no training centre was free from the boarding school approach of filling the time of the trainees from early morning to late night and many Principals/Directors proudly displayed the daily programme from 5 or 5.30 a.m. to 10.00 p.m. or 10.30 p.m. Three correctives are possible :—

- (a) The daily programme should be so organised that at least 1 or 2 afternoons in the week are left free for the purpose. The Principal, O.&S.C., Bakshi-ka-Talab is already endeavouring to this end. The experiment of 1 or 2 free afternoons, was tried in the IXth course at the Central Institute with good results; on the one hand trainees had more time for pursuing their own projects e.g. intensified study of books or preparation of individual papers on their field problems and on the other, the criticism of regimentation so frequent in the earlier courses completely disappeared.
- (b) The trainees should be encouraged, through their own committees to manage their own campus affairs—mess, lodging, manual work, recreation, seminars, symposium and debates. These activities have been well organised in the Orientation and Study Centres Himayatsagar and Bakshi-ka-Talab.
- (c) At Bakshi-ka-Talab, Sriniketan and Belurmath the staff mix freely with the trainees, participate in tournaments and invite the trainees in groups to their residences for informal talks. Such informal exchanges are extremely useful. Ways and means of making this a regular feature in all training centres are discussed in paragraph 32(a).

14. Where the courses are for periods longer than 6 months, mid vacation breaks are desirable. Block Level Cooperative Officers Training Centres impart training of 11 months duration with a mid vacation of one month and there is no reason why the Mukhya Sevikas whose case is entirely similar, should not enjoy a brief break of at least a fortnight.

COMMON TRAINING & COMPOSITION OF COURSES

15. Different workers in Community Development are trained in different centres with their own curriculum and atmosphere and yet they

are required to work as a team in the field. Inevitable though this heterogeneity of training is, to some extent, in terms of the different levels of workers to be trained and the different techniques and special requirements of various posts, it is still necessary to seek out fields or possibilities where some common training to different operators can be given in the interests of instilling team spirit. At the Xth course of the Central Institute, Mussoorie, two Block Development Officers—one from Rajasthan and one from U.P.—were called in for the first time to participate in the course for a period of 4 days; their presence has been so valuable in bringing a sense of realism to the discussions about the problems connected with the role of Block Development Officers in the field that one was retained for a period of 3 weeks and it has also been decided to call Block Development Officers for the future courses for a period of a fortnight. Similarly, at the Orientation & Study Centres, we feel that it would be of considerable advantage if selected Village Level Workers could be associated with the training in the Orientation and Study courses. In all the training centres visited, this idea found ready acceptance among the trainees as well as the staff. Different methods of association may be tried out viz. for a week, fortnight or entire course.

16. Apart from Block Development Officers and Extension Officers, it is necessary to give a short course of orientation training to overseers and block level medical officers on the one hand and supervisory officers like Deputy Collectors, District Level Officers on the other. The Block Development Officer trainees at Himayatsagar were, for instance, unanimous in the view that unless the supervisors were trained in the methods and objects of Community Development, they would not get sympathetic understanding and support from them. It is understood that the Madras State has already arranged for short training courses at Gandhigram for this purpose. In Andhra Pradesh, it was indicated during the discussions with the Development Commissioner that they were considering the conduct of such courses for Deputy Collectors, District Heads and Secretaries of Zilla Parishads. The Development Commissioners U.P. stated that the training of District Level and Sub-Divisional Officers was proposed to be entrusted to Zonal Officers. We would like to emphasise the need for organizing such short courses in all the States, for the categories referred to above. In addition, selected officers may be sent to the O.&S.C. for the Orientation and Study courses also; in Orientation courses different methods of association may be tried out as in the case of Village Level Workers.

In the Job course at the Orientation and Study Centre, Himayatsagar it was found that Block Development Officers who had previously received Orientation training as Extension Officers had been required to go through this course again on promotion as Block Development Officers. Such cases should go direct for job training.

In the Social Education Organisers' Training Centre, Bakshi-ka-Talab, Lucknow, out of 110 Social Education Organisers trained so far, 10 were post graduates, 83 graduates, 73 intermediates and 10 matriculates; whilst of the 79 Mukhya Sevikas trained 3 were post graduates, 26 graduates, 10 intermediates, and 26 matriculates. Such a wide range of educational background may have adverse effects on the standard of training; the problem deserves some attention.

SYLLABUS & PATTERN OF COURSES

1. Orientation and Study Centre

17. *Syllabus for Orientation Course.*—The conference of Principals of Orientation and Study Centres held from 23-12-1959 to 24-12-1959 suggested the following reduction in the number of talks:—

	At present	Proposed	Remarks
Preamble	5	1 or 2	
Cultural trends in Indian History ..	2	Nil	
Historical Growth of National Movement.	2	Nil	Cover under part C of Syllabus-genesis of C.D.
Postwar problems	1	Nil	
Principles and philosophy of extension.	20	14	Group allied subjects.
Team-work and administrative coordination.	7	4	
Evaluation	6	2 or 3	

The time thus saved was recommended to be used for covering the following topics under Panchayati Raj in 8 or 10 talks:—

- (i) Growth and concept of democratic decentralisation.
- (ii) Functional democracy.
- (iii) Comparative study of Acts and Programmes.
- (iv) Role of officials and non-officials.

The following topics were also recommended to be added to the Orientation Course :—

- (i) Growth of C.D. in India.
- (ii) Achievements and weaknesses of C.D. in India.

18. The following further additions are suggested :—

- (a) “Relationship between the three tiers.”
“Functions of the three tier bodies.”
- (b) “Farm planning” may be added as item (ix) after II c.7 (viii)
- (c) Principles and methods of supervision.
- (d) The object of Community Development is to change the traditional way of living of the people but this has been dismissed off in one talk and the syllabus spreads itself out in 6 talks on generalities like rural psychology and basic urges of man and cultural trends in Indian history. It is suggested that the social aspects of rural society should be more adequately covered in at least three talks and realism imparted to the teaching by the use of the following case studies in teaching:—
 - (i) Mckim Marriot—“Village India” published by the Chicago University Press.
 - (ii) “India’s Villages” published by the Govt. of West Bengal.

- (iii) S.C. Dube : "An Indian Village" and "India's Changing Villages" published by Routledge and Kegan Paul, London.
- (iv) Programme Evaluation Organisations :
 - (a) Group dynamics and Northern Indian Villages,
 - (b) Leader and groups in other Indian Villages, and
 - (c) Reports of Bench Mark Surveys of different blocks.
- (v) Agro Economic Research Centre, Visva-Bharati : Study of Village Shahjapur.

The stage would then be set for an exposition of the way in which the Community Development Programme seeks to change the traditional, social and economic structures.

19. The conference has suggested a reduction in the number of talks on extension from 20 to 14, by grouping allied subjects. We would like to go further, as a fundamental issue is involved. The Syllabus contemplates 20 separate talks on extension and 22 separate talks on the programme. It is perhaps this dichotomy that partly accounts for the criticism that the Orientation course is over laden with theory. For what could be easier for an Instructor than to give a theoretical exposition on the several aspects of the programme unconnected with practical ways of extending the programme or to enumerate extension methods unrelated to their applicability to particular aspects of the programme ? We feel that once an understanding of the village situation (17 talks) has been covered, the practical aspects of the programme and the extension approaches relevant thereto should be combined to impart realism to the teaching. It is a necessary corollary that such an approach should, as far as possible, be on the basis of the experience of the working of the different programmes in the various States. Case histories, e.g. of Result Demonstrations and other successful and unsuccessful attempts made in implementing the programme to try out the several extension methods, media and techniques should provide adequate teaching material for this purpose. The study being conducted by the Central Institute on the role of the Village Level Worker and Result Demonstration will, when completed, be extremely useful. What little material exists even now should be used more effectively e.g. Dr. Dube's book on "India's Changing Villages" which gives an account of the relevance of the several approaches in the village context. It should also be possible for the Instructors taking Refresher Courses to build up more material on the subject.

On the basis of this approach the number of talks can without difficulty be reduced from 42 to about 30; it can be reduced further as soon as the text literature suggested in paragraph 31 is prepared. On the other hand, as stated earlier, the syllabus requires to be strengthened in terms of the requirements of Panchayati Raj.

20. At every centre the trainees were critical about the duplication in the Orientation and Job courses. That there is some duplication cannot be gainsaid. For instance, 22 talks are scheduled on the "programme" in the Orientation course and 57 on the same subject in the Job course. This raises the fundamental overhaul of the syllabus, a question which requires very careful consideration particularly as the syllabus was brought into force only in October 1958. As a preparatory step a small study group on the syllabus may be constituted in the Institute for Instruction,

Rajpur under the guidance of the Central Institute to collect the reactions of Principals and trainees from all training centres and the observations of the Development Commissioners Rajasthan and Andhra Pradesh and consider the data in consultation with selected Principals and a few experienced Block Development Officers; it will then be possible for the team to check in the field the provisional conclusions of the study group during its second round of visits in July-August, (when it is hoped the team will be fully represented) and reach fairly firm conclusions on the subject.

As an essential preliminary to the work of the group we have already requested the Principals of the Orientation and Study Centre, Himayatsagar, Bakshi-ka-Talab and Ranchi to prepare a short paper on the subject.

21. One aspect of the matter is important. Wherever it is proposed to appoint a Syllabus Committee for the Orientation and Study Centres it is essential that it should be a joint Committee for all the three courses—Orientation, Job and Study. Only such a body can take an integrated view of the syllabus : it can always coopt members where special problems relating to particular courses have to be considered.

22. A problem still causing concern is the need for coordinated working and team spirit among all operators in the field. Though all training centres stress this aspect, and the syllabus carries it prominently, we feel that it does not go beyond the stage of intellectual understanding of the problems on the part of the trainees. It can become part of their living experience only if the different operators in the field live and work together during the training period. A common core of Orientation training is indicated for all categories of officials and non-officials from the District down to the Village, but the large numbers involved and other administrative difficulties might stand in the way of the Training Centres becoming a forum for this purpose.

Already the Orientation Courses intended for Block level functionaries such as Block Development Officers, Social Education Organisers and Extension Officers have been thrown open to M.L.As, Presidents of Panchayat/Block Samitis and Cooperative Unions. This process can be extended further by associating a few selected Village Level Workers in the courses just as selected Block Development Officers are now being associated at the Orientation Courses at the Central Institute; little adjustments like this are possible and necessary but the problem will still remain. To test out the alternatives for the conduct of this training it is suggested that the Central Institute should arrange a seminar for four days or so of selected representatives from different levels—about 30 in all—from Collector, District Level Head, Deputy Collector, Block Development Officer, Extension Officer to Village Level Worker and from Pramukh to Sarpanch—to consider the problems of working together in planning and implementation of the Block Programme.

JOB COURSE, SYLLABUS

23. Job training must necessarily be conducted in the context of the practical job to be done on the ground and not in terms of theory of "how soils are formed" or the "contribution of different species of livestock". Yet 57 talks out of a total of 84, overladen with theory, are scheduled to cover the various facets of the programme. The theoretical and general aspects can well be taken care of by text literature and on this basis a group of allied subjects now involving two or more talks can, as suggested

in paragraph 31, be combined and introduced by the speaker with reference to practical problems of the village situation.

24. The use of the overall time saved thereby must first be considered in the context of the requirements of Panchayati Raj. The Conference of Principals of Orientation and Study Centres held in December 1959 recommended that 6 to 8 talks should be given on the following additional subjects :—

- “(a) Role of Civil Servants in Democracy.
- (b) Relationship of the B.D.O. in the new set up with reference to Pradhan, Panchayati Samiti Member, Pramukh, Zilla Parishads, Extension Staff, Village Health Staff, District Staff.
- (c) Responsibilities of the B.D.O.—
 - (i) Administrative,
 - (ii) Executive including programme extension, and
 - (iii) Financial.”

These headings are somewhat generalized and in addition omit important facets of work like the work programme. The following specific items are accordingly suggested :—

- (a) Principles of Public Administration.
- (b) Role of Civil Servants in a Democracy.
- (c) Organisation and Methods.
- (d) Personnel Management.
- (e) System of Panchayati Raj.
- (f) Relationship of—
 - (i) B.D.O. and the three basic village institutions, B.D.O. and V.L.W.s.
 - (ii) B.D.O. and E. Officers, B.D.O. and Distt. Level Officers, E.Os. and District Level Officers. Pradhan and B.D.O. Pradhan and other staff, Pradhan, Standing Committees and Samiti Members.
 - (iii) Pramukh and Pradhan, Collector and Distt. Level Officers, Collector and Zilla Parishad, Collector or Dy. Collector and Panchayati Samiti.
- (g) Principles and methods of supervision as distinct from inspection.
- (h) Financial Rules, Local Fund Audit.
- (i) Works Programme—Talks to be increased from 3 to 6 (Estimating, Measurements, Standards and specifications for the different Works programme).

15 talks and discussion periods will be required to cover the specific items suggested and pending a review of the time schedule for class room

work in the light of the reduced load resulting from the use of text literature, etc. it may be possible to find the time by making the following reductions in the number of talks in the existing syllabus:—

Topic										Existing No. of talks	Proposed
B 2	..	..	..	..	..	..	..	..	..	12	9
B 3	..	..	..	..	..	..	..	..	..	4	3
B 6	..	..	..	..	..	..	..	..	..	6	4
B 7	..	..	..	..	..	..	..	..	..	8	6
B 9	..	..	..	..	..	..	..	..	..	5	0
B 10										covered by additional subjects suggested.	
										5	3
										40	25

25. The programme of study tours for a week has not subserved the purpose. The general impression we got at all centres was that these tours have generally tended to become sight-seeing tours and that the staff are unable to resist pressure from the trainees to visit selected places of interest. The main objective of the study tours to clarify details and sharpen receptivity is more often than not overlooked.

Many Block Development Officers come with short experience in new blocks and the result is that their sensitivity to village problems is not sufficiently stimulated when they take the job course. Many tend to become passive participants and come to regard what is taught as the last word. We, therefore, feel that Block Development Officers should be attached to Blocks for at least 1 week before they come to the job course. Such attachment as it would be in selected Blocks outside their home States will be of considerable educational value. The study tour may then be restricted for three days to a visit to Rajasthan or Andhra Pradesh, as the case may be, till other States implement and gain experience as a glimpse of the working of Panchayati Raj as an essential part of the job course. A gap of about a week between the Orientation and the Job course will also give a little time to the staff to examine the various group reports and reports on village practicals, seminars, etc. and prepare summaries for use during discussions in the Job and subsequent courses. In the words of the Principal, O.&S.C. Ranchi "at present the staff hardly gets any time to look at these reports and no useful purpose is served by them".

26. The role of the B.D.O. covers many aspects of administration, service rules, budget, accounts, office management, personnel management, etc. It is, therefore, essential that the job training should be conducted in the context of the rules and regulations prevailing in the States from which the trainees come. If, as suggested, a few States are earmarked to particular training centres, it could then be made incumbent on Instructors to familiarize themselves with the administrative and accounting procedures and practices in those States.

STUDY COURSE SYLLABUS

27. We had an opportunity of participating in the Second Study Course at the Orientation and Study Centre, Ranchi. The attendance at the course

was poor with only 15 trainees comprising of 7 B.D.Os, 5 District Level Staff and 3 non-officials. A discussion was proceeding on the new role of Cooperatives, but it was rather general and we were doubtful about the impact of such a discussion in problem solving at the village end. A disquieting feature was that even though the Regional Cooperative Centre was located at Ranchi, no attempt was made to associate the Cooperative trainees in the Syndicate study or discussion on Cooperatives. Though the syllabus rightly attempts "to strike a balance between discussion of the theoretical principles involved and the practical problems which arise in the implementation of the programme and the solution of such problems", the latter aspect was not much in evidence. The trainees freely stated that the course was academic and was of little "executive value". Their further criticisms were:—

- (a) The talks, for instance, on agriculture covered theory rather than programme aspects ;
- (b) Instructors rather than executive officers in the field gave many of the talks ;
- (c) There was continuing disparity between the approach as taught in the Training Centre and the actual methods of work in the field.

These difficulties are real. A concerted effort is necessary to ensure that this training is not regarded as a mere continuation of the training already given and that the course centres round the actual problems, difficulties and experience of the field workers. The following suggestions are made:—

- (a) The programme for the II Study Course at Ranchi contained as many as 27 talks in a course of 21 days 2 hours being taken up by 2 talks on many days. There is clearly need for cutting down the number of talks : merely because the various facets of the programme form one head among the 8 heads of the syllabus, the tendency has been to cover each one of the facets by a talk with resultant overloading on the theory side. It is suggested that the talks be cut down 10 to 12 at the most.
- (b) The talks should be given by outside lecturers of standing working in the field.
- (c) Last minute cancellations which are too frequent, imposing a burden on Instructors unfamiliar with the field to give a talk for talk's sake should be avoided.
- (d) To enable the trainees to face up to the realities of the field situations and to discuss their problem in terms of actual village conditions, the problems raised by them should be grouped under appropriate headings and experienced and successful field workers of similar or slightly higher status invited, not to deliver a talk, but to listen and to discuss.
- (e) The course should not start straightaway with talks by outside speakers but with an exposition by each of the trainees of his problems for two days. From these problems should flow subjects of common interest for Syndicate Study. In these studies field workers may also be associated.

- (f) The talk of the Development Commissioner should not centre round, a general subject, but round a resume of points drawn from the first two days session on problems and from the Syndicate Studies.

As the Study programme at the Training Centres under the guidance of the Central Institute makes headway, it will become relatively easy for the elucidation of the problems and proposed solutions to be kept very close to real village situations.

Supplementary Specialised Course, S.E.O.T.C. Ranchi; Syllabus & other special problems

28. (i) The syllabus has been changed thrice and it would appear that even the final syllabus is so elaborate, that the principal very correctly had to prune it down to actual field requirements, after making some additions to cover the several aspects of Panchayati Raj.

(ii) Against the capacity of 40, there were only 21 trainees in the XIIth Course of whom 4 were tribals; 6 were working in tribal areas and 6 were living with families in tribal areas. In spite of the attraction for the plains, it is essential that Social Education Organisers should be kept for sufficiently long period in tribal areas so that, among others, they can learn the tribal languages. We found one curious instance of a trainee from Orissa State after specialised tribal training in the Centre was proposed to be transferred to a non-tribal area. This is wasteful in every sense. We suggest that State Governments should be requested to post the Social Education Organisers after training at Ranchi invariably to tribal areas. The tribal posts should be made sufficiently attractive either by way of special allowances or special promotion for good work. The scale of allowances if any at present given in the different States requires consideration.

(iii) It was stated by trainees that progress criteria were in many cases the same for both tribal and non-tribal areas. At our instance the Social Education Organisers' Training Centre has undertaken to work out reasonable targets or norms for tribal areas which will be further considered at a Syndicate Study in the Central Institute.

(iv) The similarity in progress criteria is perhaps also due to the fact that the Block Development Officer is not trained in tribal work and his approach is based on non-tribal experience. It is suggested that State Governments should be requested to prepare panels of names of Block Development Officers likely to be posted to tribal areas over the next year or so and such Block Development Officers should receive a short course of training along with Social Education Organisers in the Ranchi Centre. In the meantime, it should be possible to hold common seminars between the Orientation and Study Centre and the Social Education Organisers Training Centre so that understanding of tribal problems can be ensured on the part of Block Development Officer trainees.

(v) Except in Assam where village level workers are generally tribals, tribal areas in other States are serviced by Village Level Workers drawn from the plains. It is important that the latter should also get a short spell of specialised training at Ranchi, if the programme is to succeed with the tribals.

TRAINING METHODS

29. Orientation & Study Centre, Himayatsagar

The main emphasis is on talks—there were as many as 4 to 5 each day—followed, as the Principal says “by discussion wherever possible.” The trainees are also “divided into convenient groups and they are allotted a subject for group discussion and for writing their report”. There is also a Library hour every day for enabling the trainees to study for themselves with the guidance of an instructor whenever necessary.” “During the course of training, symposia seminars and discussions are held for ascertaining the opinions of the trainees and the members of the staff and for eliciting their suggestions for the improvement of the training programme.” There is also an associate Instructor, a senior and experienced Block Development Officer deputed by the State Government to assist the staff and the trainees with his field experience in group discussions and in talks as well as village practicals”.

Orientation & Study Centre, Bakshi-ka-Talab, Lucknow

The lecture hours cover daily six periods of 45 minutes each and the talks are followed by “questions and answers or group discussions”. The Principal was aware, in his own words, that the “method of giving lectures can tend more towards group discussion” and pointed out that this method was followed successfully in the study courses. There is also a programme of syndicate and guided studies at this centre, beside seminars and symposia. In a recent symposium the trainees of all the three training centres participated. Evaluation of training during each course is a regular feature.

Orientation & Study Centre, Ranchi

“....besides class room work, which consists of talks and discussions, the training programme includes village practical work, study tours, seminars and symposia, group discussions and Library work.” According to the Orientation course syllabus four talks are expected to be delivered each day for 27 days, and only one period is available for discussion each day.

Orientation & Study Centre, Nilokheri

The training programme covers 3 or 4 talks per day mostly by the staff and partly by visiting lecturers, syndicate studies, symposia and seminars in Orientation courses and assignment discussion in job courses, and problem discussions.

Social Education Organisers' Training Centre, Bakshi-ka-Talab, Lucknow

Talks are covered by guest lecturers and staff members and “there is hardly any deviation from the prescribed syllabus”. The system of preparing lesson plans for teaching a given topic has been adopted and where this is not possible the staff maintain their own synoptic notes and bibliography. The Director stated that “discussions to involve the trainees for effective learning experience was being increasingly adopted”. However, our observation of the discussion of the problem of organisation of an educational exhibition was not very encouraging: it was more a process of arguing back and forth rather than a group discussion. “Group studies are generally conducted during village camps..No other type of syndicate Studies have been conducted so far.” The trainees take part in seminars organised by other agencies and also participate in a weekly symposium. An evaluation of the training by the trainees is done at the close of each course.

Social Education Organisers' Training Centre, Ranchi

The programme consists of theory lectures by the staff on Social Anthropology, Tribal cultures of India, Applied Anthropology and Tribal Welfare and Social Psychology; extension talks by outside experts; discussion classes and study circles twice a week at which trainees meet their Instructors in small groups and discuss various problems and difficulties arising from their study or class lectures; supervised study 4 times a week; MCD publication class once a week and field work. There is no course evaluation at the end of each course.

Social Education Organisers' Training Centre, Sriniketan

The training methods consist of "straight-talks followed by questions and answers", "discussion on case studies", seminars, panel discussions, reference study, library work etc. Synoptic notes are not given to the trainees, but instead monographs prepared by the staff on selected subjects have been placed in the Library. The system of lesson plans has not been adopted, as it tends to make the instructions rigid. "Informal discussions between the trainees and staff are held towards the end of the course to collect their reactions on the training programme." "A winding up staff meeting is held after the trainees have left when the outgoing course is discussed threadbare."

Social Education Organiser's Training Centre, Belurmath

Apart from talks and group discussions, there are tutorial classes, seminars, supply of selected bibliography, and reading from core books, followed by discussion. An evaluation of the course is done both during mid term and at the end.

30. By and large most of the centres are following the straight lecture method and we hardly noticed any lively interchange between the lecturer and the class. At many centres trainees themselves complained of too many talks, lack of time for discussion, theory laden classes, over comprehensive job syllabus somewhat unrelated to their field requirements and a great deal of regimentation allowing them little time for study or reflection.

31. There are several directions in which improvements are possible :—

(a) The core of the syllabus does not vary in coverage from course to course. The problem of too many talks per day, sometimes 4 to 5, can be mitigated if on such core subjects, text literature is prepared by various specialists. The Institute for Instruction, Rajpur can prepare synopsis for various subjects and send them to the Central Institute for getting standard texts prepared by different authorities on the subject. The text literature can then be tested out at selected centres with reference to the receptivity of the trainees and thereafter the material can be arranged to be edited by the Central Institute. It is a matter of satisfaction that already both the Social Education Organisers' Training Centre, Sriniketan and Belurmath were using either monographs or core books with good results. Standard text literature prepared on these lines will ensure :—

(i) uniformity in all Training Centres in the imparting of basic knowledge relating to Community Development.

- (ii) large reduction in the number of talks and increased time for real discussion. A group of allied subjects now involving two or more talks could then be introduced by the speaker in 15 to 20 minutes with particular reference to the problems posed by the subject in the village context, and the next half hour or so can be taken up for discussion. The experience of the Central Institute in respect of the new feature on individual papers introduced in the 9th course shows how lively the interchange between the class and the speaker can be on this basis.
- (b) Nowhere was the Syndicate method of study properly developed and there was lack of understanding of its essential components—mode of selecting subjects, formulation of outlines, preparation of draft reports, consideration by groups etc. It is suggested that the Central Institute should circulate to all Training Centres a paper on the subject.
- (c) Assignment and problem discussion was an interesting innovation at Nilokheri, worthy of adoption elsewhere. The basic problem is of course how to keep the discussion close to the real village situations. Suggestions to this end have been made elsewhere in the report.
- (d) One experienced B.D.O. from Andhra Pradesh and one from Rajasthan may be invited for short periods to participate in the different courses to give a realistic insight into the problems of Panchayati Raj. The Principal, Orientation and Study Centre, Ranchi has rightly pointed out that though "the change in the administrative set up as a result of the introduction of democratic decentralization is now thrown open for discussion, the discussion remains confined only to the broad general aspects of the system" for lack of participants from Rajasthan or Andhra Pradesh.
- (e) There is no evaluation of the course in some centres whilst in others, it is only held at the end of the course. It is suggested that there should be two evaluations—one during mid term and one at the end of the course.
- (f) A winding up staff meeting after the trainees have left such as is held at Sriniketan is worthy of adoption in all Training Centres.
- (g) These suggestions together with the local Committees and study circle of staff members recommended earlier will, it is hoped, help to tone up the present programme; the institutional arrangements suggested will provide continuing raw material for the State Level Coordination Committee for making further improvements to the quality of training.

PROBLEMS OF TRAINEES DURING AND AFTER TRAINING

32. (a) Though there is a great deal of contact between trainees and instructors in the daily routine of the training centre, the trainees at the several centres correctly desire to have more opportunities for informal contacts with the staff. Such contacts assist in the building up of right

attitudes. The Principal of the Orientation and Study Centre, Bakshi-katalab has gone some way to meet this need by allowing maximum freedom to the trainees to manage their own affairs, holding tournaments and sports competitions in which members of the staff participate and occasionally inviting the trainees in groups to his residence for tea and informal conversation. At Sriniketan trainees are divided into groups and each group allotted to a staff member who meet the groups at regular intervals. It has been the experience that these contacts outside the class room encourage trainees to come out more frankly with their problems than they normally do even in group discussions. It is understood that in the Administrative Training School, Ranchi, an allowance has been granted to the Principal to meet the expenditure involved in such informal contacts. It is suggested that a sum of Rs. 50 p.m. or a lump sum of Rs. 600 per year be kept at the disposal of the Principal as sumptuary allowance to meet such expenditure.

(b) The trainees of the Mukhya Sevikas' Training Centre, Sriniketan complained about the uneven pay and training allowance given to them during the period of training. The picture as presented by the trainees was as follows :—

State	Dept. from which the trainees were deputed	Qualifications	Basic pay	Training allowance
Bihar .. .	1. Development Deptt.	All qualifica-tions covered.	100	20% of the basic pay.
	2. C.S.W.B.			No pay 75 lump sum.
West Bengal ..	1. Development Deptt.	Matriculate Graduate	80 100	50 50
	2. C.S.W.B.			Only Rs. 75 lump sum as stipend.
Assam .. .	1. Development Deptt.	Matriculate Graduate	80 125	50 50
	2. C.S.W.B.		115	Nil
(If they were not in the job in advance only Rs. 75/- paid as training allowance).				
Madhya Pradesh ..	1. Development Deptt.	Matriculate Graduate	75	Nil
	2. C.S.W.B.		110 75	50 —

It was also reported that some of those deputed by the CSWB had to forego their salaries during the training, if they were in position earlier and got only Rs. 75 as training allowance.

The position of S.E.O. trainees in the SEOTC, Belurmath was similar as the following table will show :—

State	Qualifications	Basic salary	Training allowance
Orissa .. .	Under-graduate	Rs. 82 to 140	Nil
	Graduate	120 to 250	Nil
West Bengal ..	Under-graduate	82 to 180	50
	Graduate	100 to 225	50
Bombay .. .	Irrespective of qualifi-cations.	70 to 200	50
Bihar ..	Do.	100 to 190	20% of basic pay.
Manipur .. .	Do.	100 to 150	No. training al-lowance.

The standard of expenditure at the training centres being the same, uneven training allowances, in particular, create hardship and a sense of unequal treatment and thereby affect the receptivity of the trainees.

We also observed considerable delays in the payment of salaries and training allowances to the trainees during the period of their training. It is suggested that the Directors/Principals should be made responsible for disbursing the amount from a special fund, recoveries from the State Government being credited to it from time to time.

The morale of the trainees requires to be maintained at a high level during the training period and these disparities and delays deserve urgent consideration.

(c) At the S.E.O.T.C., Sriniketan and Belurmath we noticed the absence of any proper relationship between the centre and the State Directorate of Education. As the S.E.O. is on the Education cadre in West Bengal, the need for contact between the Directorate and the Training Centre is obvious.

(d) Post training problems in S.E.O.T.C., Ranchi. These have been referred to in paragraph 28.

TEACHING STAFF

33. (1) The absence of educational facilities in the Himayatsagar and Bakshi-ka-Talab and other campuses is causing great concern to the staff members. It is understood that transport facilities have been provided free for schoolgoing children of staff members at the E.T.C., Himayatsagar. A similar concession should be extended to all training centres.

(2) The academic qualifications of the staff at the S.E.O.T.C., Bakshi-ka-Talab leave much to be desired. We observed that there was not a single member of the staff who had academic training in Sociology and Social Welfare. The need for these qualifications in filling up existing vacancies requires to be kept in view.

(3) Staff members should have sufficient time for extra curricular professional activities for the purpose of improving the content of teaching and teaching methods, and attending to the study programme. This has been dealt with more fully elsewhere in the report.

(4) Systematic arrangements are necessary for interchange of staff between the training centre and the field.

(5) In the Study courses Principals of Orientation and Study Centres have been charged with the responsibility of training District Level Officers. The centres have also been thrown open to M.L.As. In this context, the junior status of many of the Principals is becoming a handicap. It is suggested that the status be raised and a line of promotion established between Principals and prospective Deputy Development Commissioners to be placed in charge of training. We came across an instance of this kind in Andhra Pradesh. The procedure requires to be systematized in all the States.

(6) The staff of the Regional Cooperative Training Centres and Health Training Centres do not come for training to the Institute for Instruction, Rajpur. It is desirable that these categories are also drawn into the training programme for Instructors.

(7) It is desirable that Principals/Directors, Orientation and Study Centres and S.E.O.T.Cs. should attend the Orientation Courses at the Central Institute. A systematic programme for this purpose may be drawn up. It is particularly important that officers without field experience who have been appointed as Principals should participate in the course as a matter of urgency.

(8) Follow-up tours important as they are, for contact with past trainees and for assessing the value of the training, are no less important for giving an opportunity to the staff to keep in touch with the field, draw materials for case illustrations and thereby improve the quality of training. Such tours are not planned properly but only sporadically undertaken as a roving mission in many centres: the arrangement for study tours would appear to be completely absent in the Regional Cooperative Training Centre and Extension Training Centres. It is hoped that the proposed Advisory Boards/Local Committees will coordinate and assist in the drawing up of an annual programme for the purpose. If as recommended only a few States feed a Training Centre, there can be no objection to the staff undertaking follow-up tours in all these States.

(9) It was particularly observed in Sriniketan that the Centre had undertaken additional courses of short duration during the last six months on behalf of the Ministry of Food and Agriculture, Ministry of Community Development and the State Government. Already the programme of training for S.E.Os and Mukhya Sevikas is run in quick succession and it must be ensured that by undertaking additional courses, the burden on the staff does not result in lowering the standard of training for the main categories. Uncoordinated framing out of courses by different authorities should therefore be avoided and one Central authority whether the Ministry or the State Government (State Level Training Committee) made responsible for this work.

TOUCH WITH FIELD CONDITIONS AND DEVELOPMENT TRENDS : REALISM IN TRAINING

34. (1) Except at Bakshi-ka-Talab and Sriniketan, there was no established relationship between the Training Centre and the adjoining block. At our instance the subject was included in the agenda of the conference of Principals of Orientation & Study Centres held from 23rd to 24th December, 1959, and the following conclusions were reached :—

- “ (i) The Ministry of Community Development may address the State Governments to attach a block to each S.E.O.T.C. This Block will be selected by the Principals and the State Development Authorities in mutual consultation.
- (ii) The Block Development Officer of the attached Block should work as a part-time staff-member in the O. & S.C. His responsibility will be to give talks off and on to the trainees and also to assist the O. & S.C. staff in the conduct of the field programme. Taking all factors into consideration, an honorarium of Rs. 75 per month is recommended for the B.D.O. for these additional duties.
- (iii) Some funds should be placed at the disposal of the Principal to enable him to carry out certain projects in the Block area in consultation with the Block Authorities.

- (iv) The Principal should be a member of the Block Development Samiti/Panchayati Samiti. This will enable him to have an intimate knowledge of the development programmes being chalked out for the Block."

It is suggested that these recommendations should be given high priority and implemented without undue delay. At Sriniketan the Director is already a member of the Advisory Committee of the local Block.

(2) At Bakshi-ka-Talab the Officer-in-charge of the Extension Training Centre is in "superior charge" of the attached Block and, as institutional relationship between this centre and the other training centres is already on a fairly sound basis, all the training centres have had freedom to carry out ideas, experiments and studies in the villages with the help of the Extension staff. The women's programme constituted the main field in this regard, but it is considered that in the villages around the Training Centres at least one model service Cooperative should be organized. Some of these experimental activities require support to be followed through and some financial provision is required for the purpose, whether from the Block budget or otherwise.

(3) The S.E.O.T.C. Sriniketan has gone a step further and is following a system of deputing its staff members to the Block for a period of three months by rotation to work as additional S.E.O. incharge of one V.L.W. circle. The staff member is placed under the administrative control of the B.D.O. during this period and is given an additional allowance of Rs. 100 per month. The system is a commendable one and it is suggested that all staff members of training centres who have had no field experience whatever or those working continuously as Instructors for more than 3 years should be deputed to Blocks to work, in their respective fields on lines similar to those now in force at Sriniketan.

(4) A number of other staff arrangements are also possible for ensuring touch with field conditions :—

- (a) As far as possible departmental officers may be recruited as Instructors, direct recruitment being resorted to wherever necessary only for such specialised fields as rural sociology, research methodology etc.
- (b) Generally, no Instructor should remain in a Training Centre for more than 5 years; after this he should ordinarily go back to the field. In exceptional cases Block attachment for a period of 3 months may be ensured before he returns to teaching.
- (c) Even during his tenure as Instructor for 3 to 5 years, an Instructor should be attached to a Block every year for a fortnight subject to a 3 months attachment whenever necessary as suggested above.

(5) Staff members particularly of the Orientation and Study Centres even though borne on the cadres of the State in which the Training Centre is located do not have any connection with their own departments. It is essential that they should be treated as an integral part of their parent department and supplied with copies of all circulars, etc. issued by them. In particular, they should be invited to attend important departmental meetings connected with the programme.

(6) A live relationship with the office of the Development Commissioner is fundamental, but this was no where the case. The position will be remedied to some extent when the proposed Advisory Boards/Local Committees are set up. It is, however, necessary to go further. Touch with development trends will not be possible through sporadic receipt of circulars from the Development Commissioner's office : it can be achieved only if the Principals are regularly invited to attend the Coordination Meetings held by the Development Commissioner with the Heads of Departments and Secretaries to Government. Mere membership on the State Committee on Training will not also serve the purpose.

(7) The study programme for Training Centres has already been generally approved. It will not, however, be possible to make any headway with the programme unless the following consequential requirements are ensured :—

- (a) At our instance it has already been agreed that the number of courses at Orientation and Study Centres should be reduced and that an instructor should have at least 2 days in a week completely free for field work and 2 free months in the year for analysis and processing of data. It is hoped that the Ministry have issued orders on the adjustment and reduction of work load to give the study programme a fair start.
- (b) The establishment of study wings at the Orientation and Study Centres and selected Social Education Organisers' Training Centres for which complete proposals have been sent by the Central Institute together with the early recruitment of staff is another *sine quo non*.
- (c) The importance of the study programme is so obvious from the point of view to building up a body of knowledge for improving the training programme and creating research attitudes and experience among the staff and the trainees that the highest priority has to be given to all aspects of this work. Only thus can case studies be built up to provide "the kind of village material round which teaching and discussion should be planned to give it a realistic and not an idealistic slant".

CENTRAL INSTITUTE,
MUSSOORIE,
3rd April, 1960.

S. CHAKRAVARTI
PRINCIPAL

SECOND REPORT

In pursuance of the recommendation made at the first meeting of Committees I and II of the Advisory Board on Training the High Level Team on Training was reconstituted as follows "to visit Training Centres and provide necessary technical guidance with a view to improving the quality of training of Community Development personnel" :—

(i) Principal, Central Institute of Study and Research in Community Development..	<i>Leader</i>
(ii) Shri Radhe Lal Vyas, M.P.	<i>Member</i>
(iii) Shri Raghbir Sahai, M.P.	<i>Member</i>
(iv) Development Commissioner of the State Concerned	<i>Member</i>
(v) Commissioner (Training), Ministry of Community Development & Cooperation	<i>Member</i>
(vi) Director (Social Education), Ministry of Community Development & Cooperation	<i>Member</i>
(vii) Principal, Institute for Instructions on C.D., Rajpur	<i>Member-Secy.</i>

2. The Programme of visits of the Team was as follows :—

Date	Training Centres visited	Courses in session
3-2-1961	S.E.O.T.C., Allahabad	2nd Long Term course of Mukhya Sevikas.
5-2-1961 to 7-2-1961	O. & S.C., Jabalpur	4th Study Course and 11th Job Course.
9-2-1961 to 10-2-1961	Mukhya Sevikas' Training Centre, Kas-turbagram, Indore.	2nd Long Term course of Mukhya Sevikas.
11-2-1961 to 12-2-1961	S.E.O.T.C., Baroda	2nd Long Term course of Mukhya Sevikas.
13-2-1961 to 16-2-1961	O. & S.C., Junagadh	4th Study Course and 11th Job Course.

Shri Raghbir Sahai, M.P. did not find it possible to participate in the work of the Team, whilst Shri Radhe Lal Vyas, M.P. joined the team during its visits to Jabalpur and Indore. The Development Commissioners of Madhya Pradesh and Gujarat or their representatives were present during the visits of the Team to the Training Centres in these two States.

3. In its first report the Team specified the following issues as germane from the academic point of view :—

- (1) Machinery for coordination and supervision of training programme at different levels.
- (2) Inter-institutional relationship.
- (3) Use of training facilities.
- (4) Physical environment; manual work; general atmosphere.

- (5) Common training and composition of courses.
- (6) Syllabus and pattern of courses.
- (7) Training methods.
- (8) Problems of trainees during and after training.
- (9) Teaching staff.
- (10) Touch with field, and development trends; realism in training.

These and a few additional issues formed the basis of the discussions which the Team held with staff members and trainees of the five Centres visited. The procedure indicated in paragraph 4 of the first report was followed by the Team at each Centre.

4. Part 'A' of this report deals with the S.E.O.T.Cs., Allahabad, Indore and Baroda and part 'B' with the O. & S.Cs., Jabalpur and Junagadh.

PART 'A'

Machinery for coordination and supervision

5. (1) Machinery for the coordination and supervision of the training programme in the shape of a State Level Committee on Training exists both in U.P. and Madhya Pradesh but has yet to be set up in Gujarat. The Development Commissioner, Gujarat has promised to look into the matter and take early steps to this end. In its first report the Team stressed the need for the establishment of separate Committees or Boards for each Training Centre and their proper relationship with the State Coordination Committee on Training. This recommendation, which has been accepted by the Srinagar Conference, has been implemented in the case of Orientation and Study Centres, but the response from S.E.O.T.Cs. would not appear to be encouraging. This is perhaps due to possible misunderstanding of the main objective underlying the proposal, viz., maximum possible autonomy in the working of S.E.O.T.Cs. and intimate relationship with the Development Commissioners. It is not an essential part of the proposal, in the case, for instance, of non-Governmental S.E.O.T.Cs. that the Development Commissioner should be the Chairman of the Board or the Committee. There is already an Advisory Committee for the Baroda Centre with the Vice-Chancellor as Chairman, the Development Commissioner, Gujarat, as one of its members and the Director of S.E.O.T.C. as Secretary. Similar bodies with local variations should be acceptable to the other S.E.O.T.Cs. run under non-official auspices : what is essential is the membership of the Development Commissioner or his representative on the Committee with the Director/Deputy Director of the Training Centre functioning as its Secretary.

(2) Though the S.E.O.T.C., Allahabad runs its own staff seminars and study circles, the position has not been systematized. There is no study circle of staff members at Indore or Baroda. In its first report the Team referred to this matter as follows :—

"There is also need for a Study Circle of staff members of all training centres in a campus to provide a forum for the consideration of extra curricular professional activities of the staff and promotion of study among them. The study circle may meet

once a month to discuss teaching and programme problems and arrange presentation of papers and case studies bearing on these problems with a view to improving the content and method of teaching and achieving unity of approach."

The need for a Study Circle has now been accepted both at Indore and Allahabad and it is hoped they will be set up soon in these and other centres, whether there are one or more training centres in the campus.

Inter-institutional relationship

6. The Allahabad Agriculture Institute which is in charge of the S.E.O.T.C., Allahabad has well-equipped Home Science, Extension and Agriculture Departments in the campus. Similarly, at Indore the Home Science Wing is situated in the campus. At Baroda, even though no sister institution exists in the campus itself, the Gram Sevika and Gram Sevak Training Centres as well as the Primary Health Centre are situated in different parts of the city. Although good relations exist between the several institutions, active participation in common programmes, maximum use of common facilities, inter-change of lecturers etc. are still aspects which may be more fully developed. The Team in its first report observed :—

"Different workers in Community Development are trained in different centres with their own curriculum and atmosphere and yet they are required to work as a team in the field. Inevitable, though this heterogeneity of training is to some extent, in terms of the different levels of workers to be trained and the different techniques and special requirements of various posts, it is still necessary to seek out fields or possibilities where some common training to different operators can be given in the interests of instilling team spirit."

The Principal of the Allahabad Agriculture Institute has agreed to provide facilities for more effective cooperation amongst the institutions in the campus. At the other two Centres the following suggestions are worthy of adoption :—

सन्यमव जयन

Indore

- (a) Common library for both Centres.
- (b) Common lectures as far as possible.
- (c) Joint field work programme of Mukhya Sevikas and Gram Sevikas in the same villages for specified periods.
- (d) Joint Block placement to give Mukhya Sevika trainees experience of working with and guiding Gram Sevikas.

Baroda

- (a) Joint field work programme of Mukhya Sevikas and Gram Sevikas in the same villages for specified periods.
- (b) Joint Block placement to give Mukhya Sevika trainees experience of working with and guiding Gram Sevikas.
- (c) Joint field work with the trainees of the Baroda School of Social Work.
- (d) Utilisation of the medical staff of the PHC and other Health Centres of UNICEF near the S.E.O.T.C.s. for promoting field work by the trainees in family planning.

Use of training facilities; quality of trainees :

7. (1) The under-use of training facilities continues to cause concern as the following figures will show :—

								Allotment	Use
<i>Allahabad</i>									
XII Course	..	..	..	..	..	..	..	—	30
XIII Course	..	..	..	..	..	..	..	50	41
XIV Course	..	..	..	..	..	..	..	50	44
<i>Indore</i>									
XII Course	..	..	..	..	..	..	..	6	27
XIII Course	..	..	..	..	..	..	..	—	32
XIV Course	..	..	..	..	..	..	..	40	30
<i>Baroda</i>									
XIII Course	..	..	..	..	..	..	..	40	27
XIV Course	..	..	..	..	..	..	..	40	21

During the XIV course 25 per cent of the seats in Indore and nearly 50 per cent of the seats in Baroda went unutilised. Better use of training facilities would undoubtedly be ensured by drawing in Development Commissioners more actively in the training programme as suggested in paragraph 5(1) above. Such a set-up would also facilitate effective follow-up action to ensure proper utilisation of seats allotted to State Governments on the basis of a 5 year training programme already worked out by the Ministry.

(2) As suggested by the Team in its first report, each Training Centre is now fed by a few States specially earmarked, but such earmarking has yet to yield the advantage visualised by the Team viz., that instructors should familiarise themselves with the rules, procedures, programmes and problems of the States concerned.

(3) The composition of the trainees in the XIV Course was as follows :—

Age	Group	No.	Educational qualifications.	No.
<i>Allahabad</i>				
Below 25 years	..	23	Below Matric	..
Below 25—40 years	..	20	Matric	..
Above 40 years	..	1	Intermediate	..
			Graduates and above	..
				7
				—
				44

(2 promoted Gram Sevikas).

<i>Indore</i>				
Below 21 years	..	5	Below Matric	..
Between 25—30 years	..	21	Matric	..
Above 30 years	..	4	Intermediate	..
			Graduates and above	..
				5
				—
				30

(11 promoted Gram Sevikas).

<i>Baroda</i>				
Below 25 years	..	19	Matric	..
Between 25—40 years	..	2	Intermediate	..
			Graduates	..

(2 below 20 years)

21

(2 promoted Gram Sevikas).

(4) In paragraph 16 of its first report the Team had drawn attention to the possible adverse effects on the standard of training due to the wide range of educational qualifications of the trainees. That it has such effects was the unanimous view of the staff at all the centres. The problem has many aspects and may be tackled on the following lines :—

- (a) The training is generally imparted either in Hindi or in the regional language, whilst the basic literature available on Social Education is mainly in the English medium. The need for translation is one of urgency.
- (b) Although the standard of teaching has suffered to some extent due to wide variation in the academic standard of the trainees, and, as a result, teaching has had to begin at the matriculate level and gradually work upwards, the general view, with which we agree, was that while "below Matric" should be discouraged, in other categories the limitation in academic qualifications would be, and in fact was largely overcome by trainees with work experience. It is, therefore, suggested that :—
 - (i) Minimum qualifications of Higher Secondary/P.U.C. Intermediate should be insisted on by State Governments.
 - (ii) Where a State Government finds it difficult to recruit candidates from the categories mentioned in (1) above, Matriculates may be recruited subject to :—
 - (a) minimum age of 25 years.
 - (b) field experience of at least 5 years preferably as Gram Sevikas or School teachers.
 - (iii) Where candidates without field experience are selected, they should be attached to Blocks for at least 3 months before being sent for training.
- (c) The Team agrees with the view expressed in all the 3 centres that a condensed course of pre-training for sub-standard candidates, particularly non-matrics, would not achieve the objective, unless it is run over a fairly long period, thus making it administratively impracticable. It is not the fund of information but the intellectual grasp of the candidate which has to be improved, and this is inevitably time-consuming. The problem will be considerably mitigated if the recommendations made above are implemented. The fractional problem which may remain can be taken care of by tutorial arrangements such as attachment with staff members and selected trainee guides.

(5) Recruitment of trainees should be made at the State level so as to maintain high standards of selection. Whenever such recruitment is not made by Public Service Commissions, it may be entrusted to a Committee consisting, among others, of the Development Commissioner (Chairman), Directors of Education and Social Welfare, two public workers and Director, S.E.O.T.C./M.S.T.C. Where there is no S.E.O.T.C./M.S.T.C. in the State concerned, the Director of the Centre to which the trainees from the particular State are deputed, should be coopted on this Committee. The sooner district recruitment is discontinued the better.

(6) (a) It is also essential that the earliest opportunity is taken to weed out unsuitable candidates who are likely to prove mis-fits in their jobs. It is suggested that this should be done three months after the trainees join the centre. During this period the work of the trainees should be watched closely by all the staff members with particular reference to their suitability and adaptability. The assessment made by each staff member may be considered at a staff meeting after the end of the 3 months period and a final assessment made by the Director who will communicate it to the Development Commissioner concerned for action wherever necessary.

(b) The end term examinations will then be mainly for purposes of grading. It is essential that in the case of those who undergo the total course, the reports on them by the Training Centre should be added to, and form part of the confidential records in each case.

(7) The quality of training can only be maintained by proper discipline. The following steps are recommended :—

- (a) Training Centres should be squarely responsible for the maintenance of discipline among the trainees. Where, however, any serious problems of indiscipline among the trainees arise, the State Government concerned and the Ministry should be kept informed even from the earliest stages and, if necessary action should be taken in consultation with the State Government.
- (b) Late joining of courses by the trainees should be discouraged and in no case should they be allowed to join after 15 days of the commencement of the course.
- (c) Any tendency on the part of the trainees to remain absent during the course for long periods on health or other grounds should be checked by insisting on a minimum of 80 per cent attendance of the total period.

Physical environment : manual work, general atmosphere

8. (i) All the 3 centres are situated in rural surroundings and carry the imprint of their parent bodies; attached as they are to non-official institutions or universities, the academic atmosphere in the centres was unmistakable. The Indore Training Centre has, more than any other centre visited by the Team, implemented effectively the following recommendations made in the first report :—

“The trainees come to the training centres with some set habits of living and thinking and as attitude change is one of the set purpose of the training programme, there is need, apart from work in the class room, to demonstrate outside the desired attitudes in relation both to the daily conduct of the instructors and the physical environment of the training centres. If it is desired to inculcate an attitude of sensitivity to rural requirements trainees must live in that atmosphere even during the training period. Practicals should be so designed as to instil a sense of dignity in manual work, develop community life among the trainees and demonstrate, during training, practices to be advocated in the field.”

At Kasturbagram the trainees are required to do all manual work as part of their daily routine including cleaning of bath rooms, latrines (Gopuri type), keeping the campus clean etc. No resistance was visible to this practice of total responsibility by the trainees for all the manual work in the centre. In the other two centres, however, little emphasis has been given to manual work as an integral part of the training programme; the trainees are merely exposed to certain kinds of manual work from time to time. It must, however, be stated that it is one thing to expose the trainees to certain desirable practices; it is another thing to develop in them the conviction and acceptance of the practices as an integral part of their work habit. It is the latter aspect, as one of the set purposes of the training programme, which needs emphasis.

(2) The Baroda Centre is running a Cooperative Store for the trainees. This and the Panchayat system for democratic management of the campus, deserve to be organised in all training centres.

(3) As observed by the Team in the first report :—

“No less important than the physical environment is the atmosphere at the Training Centres. Basically, the training has to be self-training; the educational process cannot be achieved unless time is available for study and reflection”.

Unfortunately, the training programme still continues to aim at keeping the trainees busy from morning till late evening. It should be possible to reduce the number of lectures by adopting more extensively the syndicate and seminar methods to provide both trainees and the staff with time for study and reflection. We further recommend that the suggestion made by the Team in its first report and accepted by the Ministry that the daily programme should be so arranged that at least one or two afternoons in the week are left free for the purpose, should be implemented.

Syllabus and Training methods

9. (1) The main emphasis continues to be on talks and question and answer method and except to some extent at Allahabad, Syndicate groups were conspicuous by their absence. During the current course the number of talks given by staff members and guest speakers were 438 and 167 (Allahabad) 455 and 57 (Indore), the time for discussion varying between 10 and 15 per cent at the most. Whilst the Seminar method has not been tried at Allahabad, even where it has, as in Indore, group formation and group discussion were not made an integral feature. The procedure adopted in regard to Seminars in Indore is stated to be as follows :—

“The trainees elect from among themselves a Chairman for the Seminar and two recorders. One of the trainees selected already for writing the paper reads the paper and then discussion follows. The staff members attend the seminar and participate in the discussion. One staff member guides the Chairman in conducting the Seminar.”

The procedure for Seminars has, however, been well-developed in Baroda : they are held bi-weekly in small groups with the help of individual supervisors and emphasis has been placed on the role of supervision (one teacher) for a maximum of 10 trainees both for class and field work. This has greatly assisted the trainees in understanding their own performances and improving on them.

(2) The training methods being what they are, the trainees were rightly critical of the greater emphasis on theory and lesser attention to field work bias and practicals. The following possibilities merit attention :—

- (a) Greater use of case studies and discussion methods and more work bias in class teaching.
- (b) More practical work in agriculture (as related to village women).
- (c) More work experience (with the help of the medical staff) in family planning.
- (d) Additional training in crafts related to rural life.
- (e) Shorter period of study tours.
- (f) Longer period of Block field work, proper selection of Blocks where Mukhya Sevikas are already in position and detailed programme of work to be done during Block placement formulated in consultation with the Block staff.
- (g) Better participation in Block activities. The trainees had an excellent opportunity of observing the Panchayat elections but completely missed the chance owing to the lack of any intimate relationship between the staff and the B.D.O.
- (h) Night halts in villages as part of concurrent field work.
- (i) Systematic planning of Syndicates, Seminars etc. to ensure participation by field workers, especially Block staff.
- (j) Maintenance by trainees of record of work done, summary of literature, etc., read.
- (k) Closer contacts particularly with Gram Sevika Training Centre.
- (l) Training of teaching staff in discussion methods, organisation of Syndicates and Seminars and better use of audio-visual aids for teaching. The Institute for Instruction on Community Development, Rajpur should be requested to give special attention to these aspects.

(3) Criticism that the training programme is theory laden is perhaps mainly due to the inadequate attention given to field work at all the Centres. During the current course, neither a village camp nor Block placement—two essential parts of the programme of field work—has been organised at Allahabad. It is necessary to readjust the concurrent field work programme by providing opportunities of over-night stay in the villages every week or fortnight, in addition to the provision of adequate number of hours for field work every day. The team visited the villages where field work had been done in all the three centres and the overall impression was that the work had not made much impact on the villagers. The programme had also been undertaken without adequate association on the part of the Block staff : none of the items selected was designed to give actual work experience nor were they of economic utility to village women. In no village was the growth of local leadership in terms of the field work programme evident. The Team would accordingly make the following suggestions :—

- (i) The field work programme should be planned well in advance of the commencement of the course preferably through a meeting of the Instructors and the Block staff and the programme

of work settled subject to review from time to time. Indeed, it would be useful if the subject could be considered by the Advisory Committee attached to the Training Centre before the commencement of the course. The Development Commissioner or his representative will be present at this meeting and this should ensure proper selection of blocks, adequate association of the block staff in the programme and the treatment of the activities undertaken during field work as part of the block programme, which is essential for leaving an impact behind.

- (ii) Field work should be started soon after the commencement of the course, the earlier part of it being devoted to familiarisation with the village situation, understanding of rural attitudes and general orientation in regard to village life.
- (iii) The latter part of the field work should concentrate more on job experience. The content of the field work should be so planned that actual work experience can be gained in the organisation and maintenance of Balvadis and Mahila Mandals, promotion of family planning, home sanitation, compost etc. Mere visits and organisation of recreational and cultural programmes including Bhajan Mandlis and Kathas will not suffice. Training should afford opportunities to the trainees to form work habits for effective job performance when they return to the field as Mukhya Sevikas. The field will present many problems and the trainees should be equipped adequately to face these problems.
- (iv) Crafts should be selected in terms of their economic usefulness to village women.
- (v) Groups of trainees in each village should be given concrete group projects to organise or develop.
- (vi) The programme should be regarded as an integral part of the block programme and funds from the block earmarked for womens' activities should be made available for the projects to be organised by the trainees.
- (vii) During field work efforts should be made to locate village women interested in the programme and train them, particularly in the organisational aspects of running Mahila Mandals. The aim should be to train at least two local women during field work in each village.
- (viii) Night halts in villages once a week or a fortnight should be insisted on as part of the concurrent field work programme.
- (ix) Block placement should provide actual work experience as additional Mukhya Sevikas in the Block under the guidance of the Mukhya Sevikas and the B.D.O. Training in administrative duties relevant to Mukhya Sevikas should especially be given during this period.
- (x) The possibility of extending the Block placement period from 15 to 21 days merits consideration.
- (xi) Where other Institutions exist in the campus or near about e.g., Gowshala in Kasturbagram, Agriculture Department in

Allahabad, Primary Health Centre in Baroda, they should be utilised for providing work experience in relevant fields e.g., Animal Husbandry, compost making, agricultural activities, family planning etc.

- (xii) Similarly, wherever Gram Sevikas Training Centres exist in the campus or nearabout, some part of the field work programme of this centre should be correlated with the programme of the Mukhya Sevikas Training Centre so that the latter gain experience in working with and supervising Gram Sevikas. Indeed, it would be useful if the trainees are required, in addition, to spend at least a week in a Gram Sevika Training Centre to familiarise themselves with the training given to the latter so as to equip themselves better as supervisors.
- (xiii) The possibility of each training centre developing its own Balvadis for the children of the staff and the villagers round about with the help of the trainees, may be examined. This will provide not only a much needed service but also practice to the trainees in organisational aspects.
- (xiv), A senior member of the staff should be responsible for and coordinate the entire field programme.

Teaching Staff

10. The academic qualifications of the staff in all the three centres are generally satisfactory. At Allahabad the Registrar of the Agriculture College is the Hony. Director of the Centre. The Deputy Director is a Ph.D., in Psychology; while two senior Instructors have Master's degree in Social work both from India and U.S.A. Two junior Instructors have adequate qualifications in Home Economics and other Social Sciences. At Indore, the General Secretary of the Kasturba Memorial Trust acts as the Hony. Director. The Deputy Director has considerable experience in the field of Cooperation and the two Senior Instructors have Master's degree in Social Work. At Baroda, the Director has a Master's degree in public Relations from India and foreign Universities, while the other staff members have Master's degree in Social work from the Baroda University. One member has in addition a degree in Home Science. The Field Assistant recently appointed is an M. S. from the Baroda University.

It is essential that staff members who have had no field experience or those working continuously as Instructors for more than three years should be deputed for Block placement for a period of three months as recommended by the Team in its first report and accepted both by the Srinagar Conference and the Ministry. The deputation should be systematically planned and a roster prepared for the purpose and sent to the Ministry for immediate action, so that placements can start even during the current recess period.

As mentioned in the first report, in deputing Directors/Deputy Directors of the S.E.O.T.Cs. to the Orientation Courses at the Central Institute priority should be given to those who have had no field experience whatsoever before their appointment.

Touch with field conditions and development trends; realism in training, growth of Training Centre.

11. (1) The relations of the Training Centre with the adjoining Block staff although cordial have yet to be systematised. The gaps revealed during the visit of the Team to the villages selected for practicals by the three centres cannot be filled except on the basis of an established relationship between the two. In line with the recommendations made in paragraph 34(i) of the first report as discussed at the Principal's Conference, the following steps require to be taken urgently :—

- (a) The Pradhan and the B.D.O. may be coopted on the Advisory Committee or Board attached to, or suggested to be set up, for each centre;
- (b) The B.D.O. or his representative should be invited to attend the staff meetings held from time to time at the Training Centre and particularly help in the planning of concurrent field work, selection of villages, promotion of development activities in the villages selected etc.
- (c) The Director/Deputy Director should similarly be invited to attend the staff meetings in the Block and meetings of the Block Committee/Samithi.
- (d) The field work activities of the Training Centre should be considered as an integral part of the Block programme as recommended in paragraph 9(3)(vi) above.
- (e) Every effort should be made by the Block agency to develop the villages selected for the field programme on a model basis.
- (f) The Development Commissioner should be requested to post experienced Mukhya Sevikas and Gram Sevikas in the Block selected for the field programme.
- (g) The possibilities of allotting a coordinated Project in at least one Block may be considered.
- (h) The scope and content of the field work programme, selection of villages, selection of proper blocks for block placement indeed all practical aspects of the close cooperation envisaged between a Training Centre and the Block should be regularly brought up before the Advisory Committee or Board recommended to be set up in paragraph 5 above.

(2) The following recommendation made in para 34(5) of the first report which, though accepted by the Ministry, as yet to be implemented on the ground, is reiterated for follow-up action :—

"Staff members particularly of the O.&S.Cs. even though borne on the cadres of the State in which the Training Centre is located do not have any connection with their own departments. It is essential that they should be treated as an integral part of their parent department and supplied with copies of all circulars etc. issued by them. In particular, they should be invited to attend important departmental meetings connected with the programme."

It is further suggested that it should be made a practice in every centre to depute the staff members for a period of 3 or 4 days every quarter to meet their District counter-parts viz., District Heads and an officer to be earmarked in the Technical Department and the Secretariat at State headquarters, to ensure that they get posted with the latest development trends and copies of important circulars are personally obtained.

(3) None of the Centres visited except Baroda has developed any study programme. In Allahabad it should be possible for the centre to collaborate with the Extension Department in its current study on the problem of "communication". As pointed out in the first report, the importance of the Study programme is so obvious from the point of view of building up a body of knowledge for improving the training programme and creating research attitudes and experiences among the staff and the trainee, that the highest priority has to be given to the development of the programme at each centre.

(4) Repetitive courses even though of long duration are likely to lead to stagnation; the following steps are suggested for diversifying the training programme :—

- (a) Joint training of Men and Women S.E.Os. may be organised for a period of three months with bifurcation of the training after this period.
- (b) The training of trainers for non-officials and seminars for the purpose may be entrusted to both O.&S.Cs. and S.E.O.T.Cs.
- (c) The question whether both O.&S.Cs. and S.E.O.T.Cs. should also take up, as a separate wing, the training of non-officials in the Districts in which the centres are situated requires serious consideration. Recently the Government of Gujarat entrusted this work to the Baroda Centre and three courses have already been organised. Such integration, wherever possible, is to be welcomed, as apart from other considerations, institutions set up in isolation are likely to lack the necessary intellectual environment.
- (d) As has been done by the Baroda centre, it is desirable for all Centres to organise Seminars for field workers especially Men and Women S.E.Os. Apart from its advantage to the participants, the value to the Training Centre as an aid to the field experience and insight into field problems cannot be gainsaid.

(5) Although Training Centres have come to stay, continuance from year to year has adverse effects on the morale of the staff and the overall growth of the institution. As a first step it should be possible to give an assurance about their continuance at least during the Third Five Year Plan period.

(6) The time has now come when the question of whether and which Training Centres can be integrated into the general educational system of the country should be taken up for consideration. The training courses prescribed for S.E.Os. and Mukhya Sevikas particularly lend themselves for such treatment. As a first step, the training courses may, with such modifications as may be necessary, be thrown open to a few outside candidates and Diplomas or certificates issued at the end of each course.

PART 'B'

Machinery for coordination and supervision

12. The Managing Board of the Orientation and Study Centre, Jabalpur met on 13th November, 1960 and 4th February, 1961 and of the Orientation and Study Centre, Junagadh for the first time on 30th November 1960. Whilst the meetings have fairly covered the terms of reference, we feel that further steps are necessary to strengthen the machinery for coordination and supervision of the training programme as a whole in the State.

(1) Even after the constitution of Managing Boards, there is need for reorganising and strengthening the State Level Coordination Committee on Training as recommended in paragraph 5 of the first report. It is unfortunate that the formation of the Boards has resulted in the Committee further receding into the background. Only a Committee of the type envisaged can fulfil the vital role outlined below in terms of the entire training programme of the State—a role which, because of its restricted focus and composition, the Managing Board will be unable to perform :—

- (a) to take an over-all view of the entire training programme of the State;
- (b) to ensure better institutional coordination between training centres and development of corporate life among them;
- (c) to ensure adequate staffing in all Training Centres, arrange for inter-change of staff between training centres, and the centres and the field, and establish efficient relationship with the blocks attached to training centres;
- (d) to explore possibilities of common training to different operators in the interest of instilling team-spirit;
- (e) to afford opportunities for discussion of the problems raised by the trainees at the different courses so as to enable the Principals/Directors of the several Training Centres to get a common understanding of, and insight into, the latest thinking on the several problems and the possible answers thereto; and
- (f) generally to review the content, methods and progress of courses at the several training centres in the light of the emerging trends of the movement, consider measures to keep training in tune with such trends and thereby improve the quality of training as a whole.

It is suggested that the Committee as reorganised may meet once in six months.

(2) It is equally necessary that the Managing Boards should give more attention, so far as the Orientation and Study Centres are concerned, to academic aspects bearing specifically on the quality of training. The following agenda note on the subject for the consideration of the Managing Board of the Jabalpur Centre cannot be said to be very helpful :—

"Ways and means to improve the quality of Training."

VIII. Copies of programme showing daily routine and the talks, discussions, practicals, etc., held in each course are made available separately for suggesting ways and means to improve the quality of training."

It is for the Principal as the Secretary of the Board to raise concrete issues, there can be no doubt about the nature of these issues, as a clear outline of them is already contained in the reports of the Team. With the Committee as re-organised and the Managing Board integrally related to it, it will be possible for the latter to consider broader aspects such as the promotion of corporate life among Training Centres in the campus, development of common curricular activities among the Training Centres in the campus or in the locality and prepare material for the consideration of the Committee.

It was gratifying to find that the venue of the meeting of the Jabalpur Managing Board was fixed at the Training Centre itself. This is a salutary practice worthy of adoption by all Managing Boards.

If the Managing Board is to do justice to its work, it should meet more often preferably once in three months.

(3) Even though there is a study Circle of staff members at the Orientation and Study Centre, Jabalpur, its "standing programme is to briefly review the new additions to the library and discuss the reviews in some of the weekly staff meetings for the benefit of others". At Junagadh, there is no Study Circle. The attention of the Principals has been drawn to the scope and purpose of the Study circles as stated in paragraph 6(2) above and they have been requested to organise them on the lines recommended.

Inter-institutional relationship.

13. Whilst there is no other Training Centre in the Jabalpur campus there is an Agricultural College in the vicinity. At Junagadh, the Home Science Wing is situated in the campus and the Gram Sevaks Training Centre about a mile away. Although good relations exist between the several institutions, active participation in common programmes, maximum use of common facilities etc. are still aspects which may be more fully developed. The objectives in view and the broad lines on which a common approach can be developed, are indicated in paragraph 6 above.

Use of training facilities composition of trainees

14. (1) The under-use of training facilities was particularly marked in the XI Orientation course in both the centres as the following figures will show :—

	Allotment	Optimum	Use
<i>Jabalpur</i>			
IX Orientation Course	57	60
X Orientation Course	75	60
XI Orientation Course .. (19-11-61 to 2-1-61)	53	60
			41
<i>Junagadh</i>			
X Orientation Course	75	60
XI Orientation Course	65	60
			43

It is not clear why the allotment was reduced in the Jabalpur Centre in spite of experience of the extent of over-allotment necessary to ensure

optimum participation of trainees. The percentage of over-allotment will have to be worked out with reference to specific experiences of particular centres over a period and the Managing Boards advised to make allotments on that basis. In Junagadh the allotment would appear to have been reduced on the advice of the Managing Board in the light of the accommodation available. This position has been reached because of the occupation by the staff of a floor area of 1944 sq. ft. leaving only 3796 sq. ft. for the Hostel. It is hoped that the construction of quarters will be completed as scheduled by 31st March, 1961 further encroachment on the training capacity fixed for each centre is not desirable.

(2) Non-official participation in the Orientation courses at Junagadh has been particularly discouraging. Utilisation was as low as 50 per cent of the allotted seats in the VIII and X courses. With the reduction in the duration of the course—*vide* paragraph 16(2) below—it is hoped that non-official participation will improve considerably.

(3) The Team came across a few instances where B.D.Os who had worked for a year or less had been deputed to the Study course and B.D.Os with three years experience to the Job course. It is essential that the particulars of each trainee should, immediately on receipt, be scrutinised by the Principal to ensure that such anomalies are avoided in the future. A minimum period of three years service as B.D.O. may be prescribed before this category became eligible for attending the Study course. This may be taken up with the Managing Boards.

(4) Freshly recruited B.D.Os without any field experience still constitute a fair number in each course to the detriment of the quality of training. A minimum experience of three months in a Block should be insisted on. This suggestion may be placed before Managing Boards to ensure that participating States conform to this requirement in the future.

(5) There were 9 District Level Officers, 12 Block Development Officers and 10 non-officials in the IV Study course at Jabalpur whilst at Junagadh there were 10 District Level Officers, 10 Block Development Officers and 1 non-official. The need to ensure better participation of non-officials in the Study courses is apparent. This may be taken up with the Managing Boards.

(6) It was pointed out to us at Jabalpur that non-officials with little experience of directly working in the programme are deputed with detriment to full advantage being derived from the Study courses. There is need for establishing criteria for the selection of non-official so as not to affect the standard of training. What is important particularly in the Study Course is adequate experience of, and interest in, the programme, a level of education somewhat comparable to the official participants, without insisting on a working knowledge of English. On this basis, and having regard to the need to catch up with the back-log in the training of key non-officials, it is suggested that priority for deputation to Study courses may be given to M.L.As, Pradhans and office-bearers of Cooperatives. The other categories e.g. members of Panchayat Samitis/B.D.Cs may be covered in the Orientation courses which may also be thrown open to good farmers, constructive workers and progressive leaders who satisfy the criteria. The Managing Boards may consider these suggestions.

(7) In the light of the programme for establishing a large number of multipurpose Blocks, we would like to reiterate the following recommendations made in paragraph 28 of the first report :—

"It is suggested that State Governments should be requested to prepare panels of names of Block Development Officers likely to be posted to tribal areas over the next year or so and such Block Development Officers should receive a short course of training alongwith S.E.Os. in the Ranchi Centre. In the mean time, it should be possible to hold common seminars between the O.&S.C. and the S.E.O.T.C., so that understanding of tribal problems can be ensured on the part of B.D.O., trainees. Except in Assam where Village Level Workers are generally tribals, tribal areas in other States are serviced by V.L.Ws drawn from the plains. It is important that the latter should also get a short spell of specialised training at Ranchi, if the programme is to succeed with the tribals."

Apart from the reorganisation of the S.E.O.T.C., Ranchi for the purpose, it is essential that the special requirements of this category are covered in other areas and arrangements for training made. In the meantime, at least a few talks may be arranged on the subject in the existing centres.

(8) The recommendation made in the first report that selected V.L.Ws should be associated in the courses, has been accepted by both the Jabalpur and Junagadh Managing Boards. As in the case of selected B.D.Os participating in the Orientation courses of the Central Institute, the participation of V.L.Ws will help to draw pointed attention to specific problems connected with their roles in the field and thus impart considerable realism to the discussions bearing on V.L.W. circle problems.

(9) The need for giving orientation to supervisory officers like Deputy Collectors was emphasised in paragraph 16 of the first report. These officers are being drawn into the programme of Panchayati Raj in many States and the absence of training for this category is a serious gap. The need to fill this gap has now been accepted by the Ministry and it is hoped that the required facilities will be developed soon.

(10) At both centres the participants complained that they had no clear idea of the content of the courses or of the syllabus until after their arrival at the centres. Advance allotment of seats should now facilitate earlier intimation of names by States to the Principal and the establishment of contacts by him with the likely participants well ahead of each course. It is essential that each trainee should get, along with the syllabus, a clear idea of the scope of training, the training methods used at the centre, the books to read and the problems to give thought to, before he arrives at the centre. As a precaution sufficient copies of the cyclostyled letter of the Principal may be sent in advance to the Development Commissioners concerned for circulation to trainees alongwith the Government order sanctioning their deputation to particular courses.

(11) It was the consider view of both the Principals, a view with which the Team agrees, that end-term examinations would not necessarily import seriousness to the training programme. On the contrary, emphasis on examinations particularly in short courses, is likely to divert attention to theoretical aspects and to regiment thinking. The focus will thus shift from orientation and the development of an analytical and critical mind.

Whilst we do not therefore recommend end-term examinations for short courses, there is need for prescribing departmental tests for such subjects as Accounts. At its meeting held on 30th November, 1960 the Managing Board for the Junagadh considered the demand of trainees for more attention being given to instructions in Accounts in the Job Course and rightly came to the conclusion that the States should arrange such courses for B.D.Os and Block Accountants. We commend this proposal and the prescription of a departmental test in Accounts in States where such a test does not exist at present.

(12) As in the case of S.E.O.T.Cs, the final assessment reports of the training courses on the work of the trainees should be added to and form part of the confidential records in each case. This has been agreed to by both the Development Commissioners of Madhya Pradesh and Gujarat.

Physical environment: manual work, general aptitude.

15. (1) Little emphasis has been given to manual work as an integral part of the training programme. The following quotation will speak for itself :—

"(i) Some of the recommendations in connection with models and types etc. advocated in the field have been tried and some are proposed to be established in course of time e.g. (1) a compost pit is dug and filled in with kitchen garden refuse by the trainees, (2) seats of water seal latrines advocated for being popularised in rural areas are being obtained to be shown to the trainees. They will be fixed at suitable places so as to provide an opportunity to see the working models."

In Junagadh also the spirit of the matter has been missed. The observations made in paragraph 8(1) and (3) above regarding S.E.O.T.Cs other than Kasturbagram, therefore apply with equal force to both the Orientation and Study Centres.

(2) In both the centres Panchayats have been organised with four Standing Committees. A Panchayat fund has yet to be created in Junagadh. A Consumers' Cooperative Store has been organised in Jabalpur on the following basis :—

(a) and (b) types of members	Refundable share capital of Rs. 10 and Rs. 5.
(c) types of members	Non-refundable admission fee of As. 8.

The Store is working satisfactorily. The Principal, Junagadh has been requested to organise a Cooperative Society on similar lines.

Syllabus and pattern of courses.

16. (1) In its first report the Team made a number of recommendations for recasting the syllabii to bring them into line with the needs of Panchayati Raj and the emerging trends of the programme and suggested the appointment of a Study Group for examining the syllabii in greater detail. This suggestion was accepted at the Annual Conference on Community Development held at Srinagar and a Study Group was constituted for the purpose, with the Principal of the Central Institute, as leader. In their report dated 4th September, 1960 the Study Group fully endorsed the

various recommendations made by the Team in its first report for recasting the Syllabii. These recommendations have since been accepted by the Ministry. With the recasting of the Syllabii and bringing them into line with the programme, the quality of training should considerably improve in terms of field requirements.

(2) The recommendation of the Study Group that the combined Orientation Course for officials and non-officials should be for a period of four weeks, together with the syllabus suggested therefor, has also been accepted. The Team agrees with the view expressed by the Principals that the most convenient course would be to restrict the Orientation course to four weeks for both officials and non-officials, covering the syllabus suggested by the Study Group, and to extend the Job course correspondingly to cover the items left over and the Job syllabus. Apart from attracting better participation of non-officials, this will have other advantages,

- (a) In paragraph 19 of its report the Team referred to the fact that under the syllabus 20 separate talks were contemplated on extension and 22 separate talks on the programme, and observed that it was perhaps this dichotomy that partly accounted for the criticism that the Orientation courses were overladen with theory. The condensed course for four weeks with fewer talks on both subjects should facilitate their integration. Such integration of the practical aspects of the programme and the extension approaches relevant thereto would impart realism to the teaching.
- (b) The existing duplication between the Orientation and Job Course will to some extent be obviated, resulting in better quality of both the courses in terms of receptivity of the trainees.

(3) The system of Block placement of B.D.Os at the commencement of the Job course was suggested by the Team in its first report and by the Study Group. This was accepted at the last Conference of Principals to be tried in four Orientation and Study Centres including the Jabalpur Centre. The system was adopted for the first time during 11th Job Course for a period of 9 days including travel time. In the view of the Principal, the arrangement had the following good points :—

- “(i) It helped to break the monotony after the six weeks Orientation course and acted as a refreshing experience for the trainees.
- (ii) It made the trainees aware of the various problems in the Block office as also in the field. Even those who had some block experience could more sharply and pointedly realise some of the problems, they were vaguely conscious of.
- (iii) Trainees' contribution to the discussions in the class in the light of their experience was more pronounced and they could pose more problems.
- (iv) They became more conscious of their jobs rather than indulge in theoretical discussions.”

The following three suggestions were made for making the Block placement more useful :—

- (a) The period should be longer.

- (b) During the placement, suitable time should be spent with V.L.Ws, E.Os and B.D.Os and other institutions in the block.
- (c) The scope of placement should be clearly understood by the trainees. This was also emphasised by the Managing Board in the following words :—

"Whenever B.D.O. trainees of Job courses are proposed to be associated with various categories of block personnel, it was recommended, a definite programme of work may be drawn out so that the functionary with whom the trainee is associated works as a trainer and makes an attempt to acquaint the B.D.O. trainee with his job."

The Study Group had clearly outlined the programme to be followed during block placement which covers all the requirements indicated at (b) above : the attention of the Principal was drawn to the relevant recommendation in this regard. As regards (c), with the curtailment of the Orientation course to four weeks, there will be no difficulty in providing for a period of work at the centre, among other things, for advanced planning and orientation, before the trainees go out to the blocks. It is suggested that these details may be finalised at the forthcoming Principals' Conference in the light of the experience in the other three centres, and the system extended to all centres.

(4) The simultaneous running of Job and Study Courses provides an excellent opportunity for the participants of the former course to benefit by the experience of the latter. Unfortunately, the tendency has been for the two courses to be kept completely apart. At our instance, the two courses were brought together in the seminar being conducted at the time with considerable benefit to the Job course trainees. Such combination should be attempted in all the centres, wherever practicable, without detriment to the Study course.

(5) The studies proposed to be undertaken by the Central Institute on the functional efficiency of B.D.O. and E.Os (Agriculture) will throw up data in relation to recruitment, training, work-load and requirements of the field. They will be in the nature of an evaluation of efficiency factors in relation to actual functions and working conditions of different types of personnel and will thus be of considerable assistance in further orienting the training programme to specific field requirements.

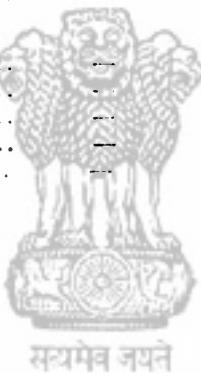
(6) Having regard to the back-log in the training of District- Level Officers and senior B.D.Os and non-officials working in the programme, the possibility of organising two additional study courses in a year in preference to taking larger numbers in the existing courses was considered in consultation with the two Principals. Of the alternatives, which may be discussed at the forthcoming Principals' Conference, the most practicable arrangement would appear to be to have two Study courses along with the last Job course in a term.

Training methods.

17. The training methods employed at both the centres consist of talks, discussions, syndicate studies, seminars, symposia, debates, village practicals and study tours.

(1) The following statement indicates the number of talks given by guest speakers and the staff and the time allotted for discussion during the last few courses :—

	No. of talks scheduled	No. of talks by staff	given by guest speakers	Discussion hours.
<i>Jabalpur</i>				
VI Job Course	84	34	22	32%
VI Orientation Course	108	45	28	18%
VII Orientation Course	108	52	20	38%
VII Job Course	141	31	24	38%
VIII Orientation Course	110	47	27	49%
IX Orientation Course	103	53	14	41%
X Orientation Course	110	66	12	49%
X Job Course	141	22	27	52%
XI Orientation Course	110	54	16	56%
II Study Course	26	19	8	59%
III Study Course	24	22	6	55%
<i>Junagadh</i>				
VIII Job Course	—	45	7	50%
IX Orientation Course	—	55	10	33%
IX Job Course	—	57	12	50%
X Orientation Course	—	69	21	33%
X Job Course	—	—	7	More than 75% in case of group discussion in which staff joined and 50% in case of guest lectures.
XI Orientation Course	—	—	54	27
				33%



Since the acceptance of the recommendation of the Team that normally one third of the time should be devoted to talks and two thirds for discussion, the two Principals are slowly working towards this objective : it would, however, appear that at Junagadh, as against 57 talks given during the IX Job course, no talks were given at all during the X Job course. It was claimed that the entire Job course was covered through discussions and Syndicate studies. We would deprecate this extreme step for various reasons, it would be sufficient to aim at the objective of apportioning time on the basis of one third for talks, and two thirds for discussions.

(2) Although teaching material in the shape of synoptic notes and reference material contains information on the general aspects of the programme, it was admitted that it was neither up to date nor were the arrangements for the flow of information on State policies and programmes between the State Governments and the Training Centre adequate, to keep it so. We had occasion to see some of the case-material being used and we were not satisfied with its scope or quality. It is hoped that teaching

material both in its theoretical and practical aspects would considerably improve with the following steps taken or proposed :—

(a) The Institute of Instructions, Rajpur has completed five subject-matter work seminars and prepared synoptic or guide notes for the use of Instructors and other Community Development workers. The Director (Research) of the Central Institute has been associated with the Seminar on Sociology; it is proposed that the final material should be edited by him in the hope that this will result in the production of a hand book or guide book on Sociology in relation to Community Development. This effort will provide a model for similar treatment of other subject matter material. It is essential that before the material is finally edited, it should be tested at the Training Centres. The study courses offer an excellent opportunity for the purpose.

(b) The steps taken or contemplated by the Central Institute to make teaching and discussion more realistic and improve teaching methods as enumerated in paragraph 19(3) below were noted.

(3) As suggested in the first report, the Jabalpur Centre has started the practice of listing problems brought out by the trainees during the early part of the course, and passing them on to guest speakers, resulting in better impact of talks and more realistic discussions. In Junagadh, however, the presentation of "problems and worries" has not been so far developed.

(4) The syndicate method of study has yet to be well-organised in both the centres : there are still several gaps in the various stages involved and the subjects chosen are somewhat repetitive from course to course. The main object of the studies is to promote sound orientation to the trainees and this can only be achieved by careful attention to the specific requirements of each stage of syndicate work—selection of subjects, formation of groups, formulation of outlines of study, organisation of work by Syndicates and consideration of reports, with adequate staff assistance at every stage. For instance both at Jabalpur and Junagadh it would appear the outlines of the studies are not discussed by the entire group, that no assistance is given by parent Syndicates whilst their reports are being discussed by other Syndicates and that servicing by the staff is not adequate. The essential requirements to ensure the fullest value being derived from Syndicate studies have been indicated to both the Principals.

(5) Debates are a common feature in both the centres. In addition to debates, it would be better to introduce a programme of individual papers to be prepared by participants to be followed by general discussion of the entire group. This will better involve the trainees and stimulate thinking and exchange of ideas.

(6) The audio-visual aids section is still in its elementary stages in Jabalpur and has hardly made a start in Junagadh. This should make some headway in the light of the proposal referred to in paragraph 19(5) below.

Teaching Staff.

18. (1) The accepted policy of deputing staff members who have had no field experience or those working continuously as Instructors for more

than three years for Block attachment for a period of three months should be implemented. The Principals have been requested to prepare a roster for the purpose and send it to the Ministry for immediate action.

(2) The following recommendations made on page 4 of the report of the Study Group is reiterated, the scope and methodology of the studies recommended being finalised in consultation with the Central Institute from time to time :—

"As suggested by the High Level Training Team [para 33(7)] the programme for the Principals/Directors of the Orientation and Study Centres, Social Education Organisers' Training Centres to attend Orientation Courses at the Central Institute, Mussoorie, is being drawn up by the Ministry. In addition, in order to ensure continuous contact with field conditions, it is essential that every year, say for a period of three weeks, staff members in small groups of 3 should make an intensive study of 1 or 2 selected blocks in the States attached to the Training Centre. For a similar period, Principals/Directors in a group of three should visit States like Rajasthan, Andhra Pradesh etc. and make an intensive study of the problems of Panchayati Raj. It is further suggested that after the three weeks tour, the group of Principals/Directors, or some members thereof should participate for a week in the Orientation course at the Central Institute, Mussoorie, if one is in session. Such participation will help to bring them into closer touch with the Central Institute, Mussoorie, giving meaning to the idea of the latter being the apex institution, and provide opportunity for discussion of common problems relating to training and for receiving academic guidance in this regard. Such participation will also assist in better coordination and supervision of the study programme at the several Training Centres."

(3) There were apprehensions in the minds of staff members drawn from State Governments that their promotion prospects might be jeopardised by their deputation to the Training Centres. A similar point in the case of V.L.W. Training Centres was considered by a Syndicate in the XIII Orientation Course of the Central Institute and it was recommended that the concerned departments should consult the Development Commissioner in respect of all cases, where officers junior to staff members are considered for promotion. The establishment of a similar convention may be suggested to all State Governments.

Touch with field conditions and development trends: realism in training: growth of training centre.

19. (1) Whilst the relations of the two Orientation and Study Centres with the adjoining Block/Blocks are fairly satisfactory, the position requires to be placed on a systematic basis as recommended in paragraph 11(b) to (e) above. Neither of the Managing Boards have agreed to the proposal that the Pradhan and the B.D.O. should be coopted on the Managing Board. The Managing Board of the Junagadh centre has in the alternative proposed the constitution of a Committee with the Principal, D.P.O., B.D.O. and Pradhan or non-official Vice-Chairman as members to examine the question of establishing close relationship between the Centre and the Block. The proposal that the Principal should be invited to the B.D.C./B.P.S. meetings in respect of the Blocks selected for village practicals etc.

has been accepted by the Managing Board of the Jabalpur Centre. It is not known what action has been taken by the other Managing Boards. It is essential that the position should be ascertained and the relationship between each training centre and the adjoining Block/Blocks systematized.

(2) The recommendation made in paragraph 11(2) above applies to the Orientation and Study Centres also.

(3) In paragraph 18 and 19 of the first report, the importance of using the experiences in the working of different programmes in the various States and of case studies was emphasised from the point of view of imparting realism to teaching. In this connection, the following steps taken or proposed to be taken by the Central Institute which will go some way to prevent statism in the thinking of the staff were noted :—

- (a) Establishment of a Clearing House of Information on Community Development and dissemination of knowledge and experiences through bibliographical service, Quarterly Journal, monographs etc.
- (b) Establishment of machinery for linking research findings with teaching material.
- (c) Impetus to the study and research programme. It is proposed to hold a special meeting with the Principals of Orientation and Study Centres to give a push to the programme in all the centres. So far neither Jabalpur nor Junagadh has developed the programme.
- (d) Development of case studies focussed on human problems in the process of community development on the lines of Spicers "Human problems in Technological change".
- (e) Series of high level seminars on academic and action themes relevant to Community Development programme. Organisation of the first of these seminars on research methodology.
- (f) Interchange of staff between the Central Institute and other Training Centres on short term basis.
- (g) Integral link between the Training Centres and the Central Institute as indicated in paragraph 18(2) and elsewhere.
- (h) Advanced theoretical orientation in Sociology, Economics and Public Administration as part of the Orientation courses of the Central Institute. A series of three talks by eminent academicians is proposed, centring round recent developments in theory in each of these fields in relation to Community Development. The concerned Instructors of O.&S.Cs. and S.E.O.T.Cs will be invited to participate.

(4) The steps suggested in paragraph 11(4) above to mitigate possible stagnation stemming from repetitive courses apply with greater force to the Orientation and Study Centres.

(5) The proposed National Institute of Community Development will in addition to its study and research wings, absorb the Institute of Instructions as its Instruction Wing which will be strengthened in regard to educational methods and communication. The National Institute will, in the result, assume responsibility for all higher level instruction in Community Development, including the training of Instructors engaged in the training of Community Development workers. This will help to raise the standard of instruction and the quality of training all round.

General

20. (1) As will be evident from the report a number of recommendations made in the first report and accepted by the Ministry have yet to be implemented. The need for urgent action to this end may be impressed on all Training Centres and the subject also discussed at the forthcoming conference of Directors of S.E.O.T.Cs.

(2) We recommend that both this and the first report should be printed for wider distribution to all staff members of Training Centres and trainees in each of the courses. The reports contain considerable general material clarifying several aspects of training and attitudes and approaches relevant to a teaching-learning situation.

New Delhi,
4th March, 1961.

S. CHAKRAVARTI



ANNEXURE

DECISIONS ON RECOMMENDATIONS MADE IN THE FIRST REPORT OF THE HIGH LEVEL TEAM ON TRAINING:

- Para 5 (a) *Re-organisation of State level Coordination Committee on Training and formation of Local Committee or Advisory Board for each O.&S.C.*
Managing Boards have been constituted for each centre.
(b) *Allotment of seats*
Managing Boards have been assigned this work.
(c) *Separate Committee for other Training Centres*
Accepted for S.E.O.T.Cs.
- Para 6 *Coordination Committee of Principals/Directors for Centres in a Campus:*
Accepted and being implemented.
- Para 7 *Study Circle of staff members*
Accepted and being implemented.
- Para 8 *One Principal for all centres in a campus:*
Not considered practicable.
- Para 9 *Community life in a campus and combining teaching staff for common core of subjects.*
Campus coordination committees will be asked to examine how far these can be implemented.
- Para 10 *Under use of Training Capacity*
Managing Boards have been asked to look into this.
- Para 10 (i) (ii) *Specific states to be attached to each training centre*
Accepted and being implemented.
(iii) *Allotment of seats to participating States, and utilisation*
Managing Boards have been made responsible for this.
- Para 11 *Creating and environment an atmosphere in keeping with the training*
Accepted and being implemented.
- Para 12 *Purport of practicals*
Accepted and being implemented.
- Para 13 (a) *Arrangement of daily programme*
Accepted.
- Para 13 (b) *Trainees should manage their own affairs*
Panchayats at Centre will take care of this.
- Para 13 (c) *Staff and trainees to mix freely*
Accepted and being implemented.
- Para 14 *Mid-vacation breaks in courses longer than 6 months*
Accepted and being implemented.
- Para 15 *Association of selected VLWs in Orientation and Study Centres*
Accepted and being implemented.
- Para 16 (a) *Short course of orientation training to overseers, block level medical officers, Deputy Collectors, District level Officers*
State Governments may arrange short courses for these personnel.
- Para 16 (b) *B.D.Os. who have received orientation training not required to undergo further orientation training on promotion as B.D.Os.*
State Governments informed accordingly.

Para 16 (c) Wide range of educational background of trainees
 A committee has been appointed to look into this.

Para 17, 18 Syllabus for Orientation Course
 19, 20

Study Group was appointed as recommended. A revised syllabus has been drawn up.

Para 21 Syllabus Committees

This will be kept in view.

Para 22 Coordinated work and team spirit among all operators in the field
 This has been recommended to State Govts.

Para 23 Syllabus for Job training for B.D.Os.
 Revised syllabus has been drawn up.

Para 24 Additional talks on Panchayati Raj
 Included in the revised syllabus.

Para 25 Study Tours

Accepted. Instructions issued to centres.

Para 25 (i) Attachment of B.D.Os. to Blocks prior to Job course
 Ten days Block attachment agreed.

Para 25 (ii) Study tour to Rajasthan and Andhra Pradesh
 Not accepted.

Para 25 (iii) Block Placement prior to Job training course
 Accepted and will be followed.

Para 26 Job training should be conducted in the context of rules and regulations prevailing in the States.

Only a comparative picture of rules and regulations can be attempted and not detailed instructions.

Para 27 (a) Study Courses

to (f) Accepted and being implemented.

Para 28 (i & S.E.Os. in Tribal areas

(ii) The State Governments have been addressed.

Para 28 (iv) B.D.Os. should receive short courses training along with S.E.Os. in Ranchi
 Accepted and details will be worked out.

Para 31 (a) Reduction in the number of talks $\frac{1}{2}$ for talks and $\frac{1}{2}$ for discussions. Preparation of core literature.

Accepted. Institute for instruction on C.D. Working on it.

(b) **Syndicate method of Study**
 Central Institute has circulated a note to Orientation and Study Centres.

(c) **Assignment of problem discussion**
 Being done.

(d) **Experienced B.D.Os. from Rajasthan and Andhra Pradesh to participate in Courses.**

Not necessary as problems differ from State to State.

(e) **Evaluation of course**

Accepted and being implemented.

(f) **Staff meeting at the end of the Course**
 Being implemented.

Para 32 (a) Sumptry allowance to Principal

Not accepted by Finance.

(b) **Delays in payment of Salaries and allowances to trainees**
 Being processed.

- (c) *Need for contacts with the State Directorate of Education*
Managing Boards will help achieve this.
- Para 33 (1) *Transport facilities*
Being examined.
- Para 33 (2) *Academic qualifications of staff of SEOTC, Bakshi-ka-Talab*
Being examined.
- Para 33 (3) *Time for extra curricular activity of staff members*
Accepted.
- Para 33 (4) *Interchange of staff between the training centre and field*
Being implemented.
- Para 33 (5) *Raising the status of Principal*
Not accepted.
- Para 33 (6) *Training of Staff of Regional Coop. Training Centres and Health Training Centres at the Institute for Instruction on C.D., Rajpur.*
This has been taken up with concerned Ministries.
- Para 33 (7) *Participation of Principals/Directors in Orientation course at the Central Institute, Mussoorie.*
Accepted and being implemented.
- Para 33 (8) *Follow-up tours*
Managing Boards are looking into this.
- Para 33 (9) *Forming of Courses*
Managing Boards attend to this.
- Para 34 (1) *Relationship of training centre with adjoining block*
Accepted and instructions issued.
- (3) *Field experience for staff. Attachment to Blocks for three months*
Accepted and being implemented.
- (4) *Staffing of training centres*
 - (a) As far as possible departmental officers should be recruited as instructors;
 - (b) Generally no instructor should remain in a Training centre for more than 5 years.
 - (c) Even during his tenure as instructor for 3 to 5 years he should be attached to a Block elsewhere for a fortnight subject to 3 months attachment whenever necessary.
 Accepted and being implemented.
- (5) *Staff members should be invited to attend important departmental meetings of the State.*
Development Commissioners have been requested accordingly.
- Para 34 (6) *A live relationship with the office of the Development Commissioner*
Development Commissioner is the Chairman of Managing Board.
- Para 34(7) *Study Programme*
 - (a) Accepted. 3 months break provided in annual programme, Weekly break is a local adjustment by Principal.
 - (b) *Recruitment of staff for Study Wings*
Being recruited.



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